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## ABSTRACT

The 20 articles appearing in the January, 1971, issue of The Illinois Journal of Education reflect the concept of continuing education as viewed by various agency representatives of Illinois government and by outstanding adult educators throughout the State. Article titles are: Why a Continuing Education Program?; An Associate Degree from Schools That Teach Jobs; A Quarter Century of GED Testing; Adult Education--Illinois' Fastest Growing Student Body; University Responsibility in Adult and Continuing Education; Adult and Continuing Education in the Public Community Colleges of Illinois; The Department of Private Business and Vocational Schools; Vocational and Technical Education in Illinois; The Man Who Couldn't Fire Janitors; Adult Basic Education For the Real World; In-Service Training in Adult Basic Education--Ritual or Resolution?; Financing the Comprehensive Center for Adult Basic Education; Education and Training for Public Aid Recipients; The Changing Role of Adult Education in Illinois Correctional Institutions; Conclusions Must Be Beginnings; Teacher Training Where the Action Is: An Evaluation; All Night Board Meetings are Passe; and A Significant School for the 70's: The Public University Laboratory School. (Author/NH)

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*Michael J. Bakalis*  
Superintendent of Public Instruction  
State of Illinois

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\_\_\_\_\_  
Superintendent, Educational Service Region

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1971



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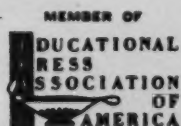
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MICHAEL J. BAKALIS  
Superintendent of Public Instruction  
State of Illinois

## EDITORIAL

Continuing education allows an individual to pursue an active role in today's society. Today's adults are finding greater need than ever before to continue their education either for formal or special reasons.

As we entered the decade of the seventies, continuing education became an even greater imperative. The adult citizens of Illinois desperately need an adequate system of life-long learning. Today, important as it may be education must be more than improving conventional schooling designed to prepare young people for the future. Continuing education is needed to meet the present and create the future we desire.

The articles appearing in this issue of *The Illinois Journal of Education* reflect the concept of continuing education as viewed by various agency representatives of Illinois government and by outstanding adult educators throughout the state.

However, these articles do not represent an exhaustive examination of these topics; indeed much more will have to be considered, stated, and assessed before the examination can be considered beyond the beginning stages. Through such communication are we able to provide new insights and a forum for the sharing of ideas. Improving the effectiveness of our educating adults remains as our goal.

It is hoped that this issue of the Journal will give readers greater insight and understanding of programs, needs, and the future outlook of continuing education.



## WHY A CONTINUING EDUCATION PROGRAM?

KEITH R. LAPE, *Assistant Director, Adult Education*  
Office of the Superintendent of Public Instruction

"A fundamental goal of the People of the State is the educational development of all persons to the limits of their capacities.

"The State shall provide for an efficient system of high quality public educational institutions and services. Education in public schools through the secondary level shall be free. There may be such other free education as the General Assembly provides by law.

"The State has the primary responsibility for financing the system of public education."

The above article was approved, December 15, 1970, by the voters as a part of the Constitution of the State of Illinois. Article X, Section 1, entitled *Goal - Free Schools*, in my opinion, has direct implications for adults. In looking at the first paragraph it is noted that the words "all persons" are included. Is it not the right of adults to be included in the "educational development of all persons to the limits of their capacities?"

If a survey of the development and emphasis on continuing education within the decade of the sixties was to be conducted, it would be possible to view tremendous strides in the provision available for training and retraining. However, if a survey was conducted pertaining to the needs of continuing education, it could be projected that the percentage of need has far exceeded the percentage of availability. You, as a reader could question such a projection; however, continuing education is being defined here in the most comprehensive sense. It is impossible to make a survey of the availability of continuing education possibilities when there is not a single source of

funding, accountability and/or responsibility at the local, the state, or the federal agency level. Quite possibly there is not a need for a single administrative agency. However, there is a need to provide educational opportunities to all citizens, and this can best be done through a more cooperative structure than is now existing.

Communities as they exist in the large geographic area of Illinois have many needs that can be met not by a single prescribed program. It is for this reason that each community needs to review the resources that are available to it, as well as its obligations to provide educational opportunities for adults. The young, in school, are not being ignored. But, in many communities the dropout, the push-out, the high school graduate, and the college graduate *are* being ignored.

With the resources available in any community, both financial and humanistic, there would seem to be a relationship that most communities would desire to pursue — but don't. What commonly appears is concern — serious concern for the voting citizen when issues are to be decided at the polls. But what happens during the remaining periods of time? In many cases the citizen is ignored. Can educators believe that only during elections are crucial issues a real concern? No—the continuous utilization of resources, humanistic that is, will provide the means of communication to the public at all times. Even more important are the vibrations of the community. Shouldn't continuing education be able to provide the necessary means of communication on the two way street? If it can, why is the "frill" of continuing education one of the first educational

activities made to be self-sustaining when financial resources are limited?

Quite possibly a position could be raised that continuation of the educational process is needed only by the undereducated. While there are increasingly larger numbers of illiterates returning for education, many so called "community leaders" also find it advantageous to re-enter the educational mainstream in pursuit of some goal.

Dr. Cyril O. Houle, in his book *The Inquiring Mind*, classified those involved in continuing education in three groups.

In one group he identifies the adult who is goal-oriented. These adults have specific goals or one goal and are frustrated, disappointed, and highly critical of the entire program if the goal is not achieved. The student may have goals that may not be the same as the program in which he is involved.

Dr. Houle found other adults attending classes because of the social aspects of the experience. The activity-oriented adults find that they can experience fellowship, fraternity, and an intellectual climate to their liking. The learning aspect may be secondary.

"Learning for learning's sake" seems to be the objective of the learning-oriented adult. Adults who are learning just for the joy of learning are characterized by Dr. Houle. "What they do has continuity, a flow, and a spread which established the basic nature of their participation in continuing education."

Regardless of the classification in which

you might be placed, you as an individual are far ahead of many. Your returning to the educational process in pursuit of knowledge in your field of interest is very commendable. To those of you who have not attempted such activity, I offer you that challenge.

In consideration of the community and the educational process there are several factors that should be noted. Any comparison can only be made in general terms because the exact approach and needs of a community are unique to that community. Other factors to consider might be community responsibility, the establishment of an advisory council or committees, and the utilization of community resources.

Emphasis is placed on the community, for it holds the ace card to the many relationships previously discussed. The highest card is the fact that the educational process for all can not be isolated from the community. The student, whoever he is, is only associated with the educational process for short periods of time in comparison with the amount of time he is living and working in the community. If the educational institution is cognitive of community needs quite possibly the classroom can become as large and as comprehensive as the community.

Robert Blakely, while giving a speech at Northern Illinois University stated, "It is not that we can't afford education; we can not afford low productivity in education."



## AN ASSOCIATE DEGREE FROM SCHOOLS THAT TEACH JOBS

THOMAS W. MANN, *Former Assistant Superintendent*  
Division of Continuing Education  
Office of the Superintendent of Public Instruction

All too frequently misunderstood and standing apart from the commonly recognized public elementary, secondary, and community colleges are the proprietary business and vocational schools.

The number of these specialty schools is increasing each year. It is estimated there are more of these specialty schools in the country today than the total number of public and private secondary schools and institutions of higher education.<sup>1</sup>

These schools have made and will continue to make notable contributions to American education. Their contributions, however, have not been recognized except by their students and the employers of the graduates.

As a source of post-high school education for youth as well as providing continuing educational opportunities for adults, the private business and vocational schools will fill an important gap in our educational system.

The continuous operation of the specialty schools is dependent upon successfully trained and successfully employed students. Without successful training and placement, the schools would not be able to attract students willing to pay the cost of education and training.

The specialty schools are taxpaying, self-supporting institutions. Continued existence is dependent upon successful education and training of their students—an accountability factor of great importance.

One of the most important priorities we face today is that of providing opportunities for life-long education—opportunities for training and retraining.

Today, as never before, the private business and vocational schools face a challenge.

Education is the chief instrument for making good our promise that every American shall have a chance to achieve his full potential. In Illinois, our aim is to provide educational opportunities for all.

The private business and vocational schools are a part of our total educational system. These schools provide a variety of opportunities for quality post-high school education and training. Their goals and objectives are usually stated in terms of vocational or occupational competence and measured in relation to subject matter competency and mastery of related vocational skills.

In Illinois, there are 234 schools approved by the Office of the Superintendent of Public Instruction. Nationally, there are more than 35,000 such schools providing quality education in one or more special occupational-vocational areas.

The need for Illinois to provide opportunities for post-high school education and training continues to be a challenge. New state institutions are authorized to offer post-high school education and training but by the time the new institutions are ready to offer the education and training, the need is greater than the facilities.

The public junior college system in Illinois has grown and will continue to grow and expand. One of the outstanding features of the junior college system is the requirement that comprehensive junior college programs include at least 15 per cent of the curricula in occupational, semi-technical, or technical fields leading

<sup>1</sup> Harold F. Clark and Harold S. Sloan. *Classroom on Main Street Teacher's College*. Columbia University, New York, N.Y. 1966.

directly to employment.

Prior to the Public Junior College Act, approved July 15, 1965, the private business and vocational schools provided most of the education and training in the area of vocational and technical training. To be able to provide the quality education and training, the private business and vocational schools developed quality curricula and facilities capable of meeting the manpower training needs. Many of the private business and vocational schools are mature in years and nationally recognized for their high quality of education and training.

In 1956, following the passage of the original Private Business Schools Act, the Private Business Schools State Board prepared a bulletin entitled, "Criteria for Evaluation of Private Business Schools Conferring Degrees." This criteria established the policy and procedure by which private business schools could request the Board and the Office of the Superintendent of Public Instruction for authority and approval to provide degree work. Only one school was approved under this criteria. Later, due to reorganization, the degree program was discontinued.

An Act to regulate the granting of academic degrees was approved August 14, 1961. Although this Act exempted private business and vocational schools, the Advisory Council on Degree Granting Institutions agreed they would not consider requests from private business and vocational schools for authority to grant degrees.

To keep pace with educational needs in our changing society Ray Page, former Superintendent of Public Instruction, assumed leadership to amend legislation making it possible for business and vocational schools offering a minimum of one program two years in length to request approval and authority to award an associate degree.

As a result of House Bill 2114, 76th General Assembly, being signed into law, private business and vocational schools

may file a written notice with the State Superintendent of Public Instruction requesting approval and authority to award an associate degree.

The Advisory Council on Degree Granting Institutions has developed guidelines along with the policies and procedures for the schools applying for approval and authority to award degrees.

Each school applying shall be evaluated on the basis of its total program and on its ability to meet its declared objectives.

When reviewing and evaluating any program, the Superintendent of Public Instruction and the Council shall keep in mind that the achievement of goals and objectives by the schools in question is measured in terms of subject matter competency and mastery of related skills.

When reviewing and evaluating private schools, a profit corporation, partnership, or individual ownership shall be given the same fair and equal consideration as a not-for-profit structure or one funded in whole or in part by a unit of government.

The Superintendent of Public Instruction and the Council shall keep in mind the philosophy and objectives of private business and vocational schools offering two-year programs. The philosophies of these schools are not necessarily the same as those established for two-year "junior colleges."

A two-year school is a post-high school institution offering a minimum of one program of instruction two years in length. A two-year program is normally a total of seventy-two weeks of concentrated effort in full-time attendance for its completion. Two-year schools of business or vocations usually state their objectives in terms of vocational or occupational competence. The goals and objectives are measured in terms of subject matter competence and mastery of related vocational skills. Successful completion of the two-year program may result in the awarding of an associate degree.

The curriculum offerings shall be related to the objectives of the program. It shall be well organized with courses in sequence preceding and naturally leading to upper courses. The time requirements to complete each course shall be stated in units, semester hours, or clock hours.

A minimum of 25 per cent of any degree program shall consist of related courses, including classroom and laboratory courses designed to increase knowledge, understanding, and ability to solve technical problems concerned with a particular occupation.

Prior to filing application with the Council, an institution shall have been in operation under supervision of the Office of the State Superintendent of Public Instruction for a minimum of two calendar years. In the case of a proprietary school, this minimum time shall be construed to mean two years under the ownership seeking approval, regardless of how many years the school may previously have been in operation unless the transfer has been reviewed and approved prior to consummation.

All schools seeking approval must file a written notice with the Superintendent of Public Instruction requesting approval and authority to award a degree.

Upon filing of the written notice, the Superintendent of Public Instruction will make an investigation and examination to ascertain if the school should be granted approval and authority to award a degree.

The following procedure shall be used when evaluating a school:

- a. A written report shall be submitted to the Office of the Superintendent of Public Instruction documenting the school's intent and integrity. This report shall be in the form of a self-evaluation prepared by the school;
- b. Review of the report by the Su-

perintendent of Public Instruction;

- c. Visitation of the school by a visiting team selected by the Superintendent;
- d. A meeting with the school officials (unless waived);
- e. Consideration of the application by the Advisory Council on Degree Granting Institutions following the review of the report and the visitation report, and
- f. Action by the Superintendent of Public Instruction on the recommendation of this Council for approval and authority of the applicant school to grant degrees.

The private business and vocational schools have limited objectives but unlimited opportunities.

The graduates have the education and training required to be accepted by business and industry. The graduates are placed in good positions serving business and industry.

Illinois has accepted the private business and vocational schools as an important part of our educational system. Illinois has extended to the private business and vocational schools an opportunity to be evaluated and meet a criteria of proven quality education and training. For this, the two-year program of the private business and vocational schools may be approved by the Superintendent of Public Instruction whereby the schools may award associate degrees in work completed.

Illinois continues to be a leader in continuing education and, along with the states of Tennessee, Pennsylvania, and South Carolina, has been given the approval and authority for the private business and vocational schools to award an associate degree for work completed in an approved two-year program.

Illinois has recognized two-year schools of business and vocations as a source of post-high school education and training.

## A QUARTER CENTURY OF GED TESTING

ALEXANDER E. LAWSON, *Director, Adult Education*  
Office of the Superintendent of Public Instruction

On August 15, 1947, the Office of the Superintendent of Public Instruction announced the new "approved General Educational Development Testing Program" for veterans, and nonveterans over 21 years of age. Definite procedures and controls were established to eliminate much of the earlier confusion of testing and accreditation. The Program which began in the fall of 1945, initially was limited to veterans only. Since the inception almost a quarter century ago, over 225,000 Illinois residents have qualified for a GED Credential.

Section 2-3.34 of *The School Code of Illinois*, approved July 25, 1961, and Section 3-15.12, approved March 18, 1961, and amended on September 26, 1969, authorized the Program for the issuance of High School Equivalency Certificates. Illinois law authorizes the Superintendent of Public Instruction to make rules necessary to carry into efficient and uniform effect the provision for the issuance of High School Equivalency Certificates in the State. The law requires the Superintendent, Educational Service Region of each county to administer the High School Equivalency Testing Program.

During the past several years there have been consistent demands for lowering the age below the 21 year minimum set by Illinois law. Many agencies desired such changes in their efforts to accommodate dropouts and other minors who could not qualify before the age of 21 years. The Office of the Superintendent of Public Instruction gave serious study to this problem. With the advice and recommendation of the American Council on Education, our policies have been established so the minimum age of eligibility

is sufficiently removed from high school graduation so as to not encourage secondary youth to withdraw from school. Accordingly, this office supported House Bill 530, which was approved on September 26, 1969.

The new law provides basically for three groups of examinees as follows:

**GROUP I** Applicants who are at least 19 years of age and who have resided in Illinois for at least one year. Certificates shall be issued to such 19 year olds, if they meet the Illinois standards, by presenting official reports from Illinois Official GED Centers, GED Centers in other states, USAFI, VA Hospitals, or the Office of the Superintendent of Public Instruction.

**GROUP II** Inmates of any branch of the Illinois State Penitentiary who have attained the age of 17 years and wards of the Youth Commission who have attained the age of 17 years shall be issued the Certificate if they meet the Illinois standards by presenting Official Test Results from an Official Illinois GED Center, USAFI, GED Centers in other states, VA Hospitals, or the Office of the Superintendent of Public Instruction.

**NOTE:** Other new laws have reorganized these departments, but the GED amendment is still applicable.

**GROUP III** Applicants under the age of 19 years who have been out of school for at least one year shall be administered the GED test if written requests are presented by specific agencies such as another State Department of Education, a post-high school institution, the Department of Registration and Education, or the

Armed Forces. Such applicants shall be issued the Certificate after reaching the age of 19 years if they have met all requirements, including the Constitution Examination. *Any other testing for minors under the age of 19 years, such as for employment purposes, is not authorized by law.*

During the calendar year January 1, 1969, through December, 1969, 11,180 examinees were tested in 41 Official GED Centers in Illinois. The average age was 31.4 with 9.8 years of formal education. Thirty-one per cent failed to meet the Illinois minimum passing standards. Almost 60 per cent indicated they desired to continue further study.

The GED Tests are a battery of five tests in the areas of English composition, social studies, natural sciences, literature and mathematics. Since the primary use of the tests is to appraise the educational development of adults who have not completed their formal high school education, the tests have been constructed somewhat differently from the usual school achievement tests which are designed to measure immediate objectives of instruction. It is recognized that persons can make considerable educational progress through a variety of educative experiences, both in school and in other situations. The educational progress of persons not in school is likely to be the result of firsthand observation, direct experience, self-directed reading and study, conversations and informal group discussions, and other experiences with problems, ideas, and people. In contrast to this is the educational development of students who learn largely by vicarious experiences through the use of textbook and formal pedagogical procedures presented in a sequential arrangement. In the schools there is likely to be a more complete and detailed coverage of specific facts and ideas than is true of the great variety of arrangements of subject matter and problems encountered in out-of-school learning experiences.

In consideration of these differences, the GED Tests have been designed to measure as directly as possible the attainment of some of the major objectives of the secondary school program of general education. The emphasis is placed on intellectual power rather than detailed content; on the demonstration of competence in using major generalizations, concepts, and ideas, and on the ability to comprehend exactly, evaluate critically, and to think clearly in terms of concepts and ideas.

In measuring the outcomes of formal instruction, it may be necessary to place stress on detailed descriptive facts in order to be certain that the student thoroughly grasps the generalizations and concepts based on these facts. It is, however, expected that once the generalizations are firmly established, many of the substantiating details and the organization in which they have been learned will be forgotten. In school examinations, it is regarded as desirable to test for these details because of the recency of their acquisition and because they must be retained temporarily. In examinations intended for adults with varied experiences, the emphasis in the testing should properly be on the major generalizations, ideas, and intellectual skills which are the long-term outcome of a sound education.

The Office of the Superintendent of Public Instruction, by special arrangement with the American Council on Education, is an Official GED Center. As provided by Illinois law, and by arrangement of the American Council on Education, the Office administers the restricted GED Tests to inmates of Illinois Penitentiaries. During the past year the GED Test Materials were sent to the Illinois State Penitentiary, Vienna Branch; the Illinois State Penitentiary at Menard; the Illinois State Farm at Vandalia; the Dwight Reformatory for Women; State Prison at Pontiac; the Stateville Penitentiary at Joliet, and several institutions in Cook County. Our records reveal that

there were 955 inmates tested at these locations, and the average age was 24.1 years. The inmates average number of years of schooling completed was 9.4 years. Six hundred and ten inmates qualified for the Illinois High School Equivalency Certificate.

The hopes and aspirations of tens of thousands of Illinois residents rest upon the acceptance of their test scores by educators and employers. Continual confidence in the validity of the test results achieved by individuals tested at Official GED Centers is of paramount importance. The Department provides surveillance for the security of the tests by periodic inventory and the use of new forms each contract year.

The American Council on Education provides two special editions of the GED Tests — one printed in large type (magnified twice for the partially sighted), and the second recorded on magnetic tape. No rental or postage fees are required. The Superintendent of the Educational Service Region of the county in which the examinee resides should advise this Office when such editions are required. We make the necessary arrangements with the ACE to ship the materials to the designated examiner, who scores and reports the test results to this office.

Our experience<sup>8</sup> suggests that professional advice should be provided for such visually handicapped applicants. One test usually requires four hours so that five consecutive half-days in a week has been found to be very satisfactory for the completion of the five GED Tests. The Constitution Examination may be administered orally by the examiner or the Superintendent.

The American Council on Education has negotiated a contract with the Educational Testing Service to construct and standardize a special edition of the GED Tests in Spanish. The Spanish edition is scheduled for distribution to Official GED Centers in September, 1971. While

the new Spanish edition may meet the needs primarily in the Puerto Rican community, it is recommended that all such adults be provided with an adult education program to teach English as a second language. While passing the GED Test may be an immediate goal, such adults must be provided with the facility to read, write, and speak English effectively to serve their long-term needs.

Directors of Adult Education and adult leaders are advised to review current legislation affecting the Testing Program. Senate Bill 641, approved September 22, 1969, amended Section 3-1 of the *Adult Education Act* to include out-of-school youth under 21 years of age in claims for reimbursement of courses regularly accepted for graduation from elementary, high school, or Americanization. Senate Bill 801, approved October 3, 1969, further amended Section 3-1 to permit reimbursement for General Educational Development review courses. The appropriation for FY 1971 for reimbursement under Section 3-1 has been restored to 1½ million dollars, so we anticipate paying all claims at the rate of \$3.50 per 40 minute period.

The Illinois Program for the Issuance of High School Equivalency Certificates continues to expand. However, adult educators should not encourage all adults to seek qualification by use of the GED Tests. Many of our clients have dropped out of high school during their senior year and are only deficient a few credits toward high school graduation. Adult educators in Illinois have designed programs for such out-of-school youth and adults so that high schools and adult evening schools are issuing high school diplomas. Vision, courage, and insight are combined to establish local policies which permit objective evaluation for all educational experiences such as accredited correspondence courses, Armed Forces educational experiences, business and trade school proficiency tests, vocational and apprenticeship training, work ex-

perience, college, and accelerated high school credit courses. The Office of the Superintendent of Public Instruction encourages the growth of new and creative programs to meet the needs of out-of-school youth and adults. Local administrative support must be developed for establishment of written policies which permit the credential, methods, materials, curriculum, graduation requirements, and qualitative attainment designed for the adult learner.

Adult educators who desire to pursue

the subject in greater detail should contact the Department of Adult Education, Office of the Superintendent of Public Instruction, 316 South Second Street, Springfield, Illinois 62706, and request copies of *Policies and Procedures, Circular Series A-216*, or *High School Equivalency Part I: Theory and Design of the Program*, reproduced by this Department upon permission of the University of the State of New York, State Education Department, Albany, New York.



## ADULT EDUCATION—ILLINOIS' FASTEST GROWING STUDENT BODY

JAMES B. HOLDERMAN, *Executive Director*  
Illinois Board of Higher Education

In 1968 Arnold Toynbee wrote that there seems to be a world-wide consensus that the traditional system of higher education does not any longer meet the educational needs of a more and more rapidly changing society. The college and university in this society have been just as much victims of the times as any other institution; the call for reexamination and renewal are just as necessary to higher education as to our other great social manifestations.

Fred Hechinger of the *New York Times* recently wrote:

"Perhaps the best measure and most striking summary of the basic thrust of American public education is the fact that at the turn of the century only about 4 per cent of the eligible age group graduated from high school, while today about 40 per cent of our young people enter college."

That is one dimension of the massive change in higher education: the increase in sheer numbers. A second dimension of the growth and change is the physical increase in university presence. Since 1950, American colleges and universities have spent about \$16.5 billion on new buildings. One-third of higher education buildings are under 17 years old. There are over 180 completely new campuses now being built or planned. The third dimension is the increase in cost, both absolutely and relatively. The total dollars appropriated for higher education in fiscal year 1971 is \$643,000,000. In the biennium of 1961-1963, it was \$251,000,000.

It is this most significant investment that leads to the fourth dimension of change in higher education: the increase in public responsibility and accountability demanded of higher education in general, and particularly of the public institutions.

The four dimensions of change in higher education relate directly to the topic of this report.

One hundred fourteen years ago, Henry David Thoreau observed:

"We have a comparatively decent system of common schools, schools for infants only; but (with exceptions here and there) . . . no school for ourselves. . . . It is time that we had uncommon schools, that we did not leave off our education when we begin to be men and women. It is time that villages were universities, and their elder inhabitants the fellows of universities with leisure . . . to pursue liberal studies the rest of their lives."

In 1970, the dream of the "uncommon schools" has not yet been fully realized. But our efforts are tending more and more in that direction as we become more sensitive to the needs of the society. The demand for expanded, effective adult education, continuing education, is being increasingly felt and must be met. We are today in the "learning society," to borrow Robert Hutchins' phrase, with a "learning force" of astounding proportions. Bertram Gross has defined this learning force as "all those people developing themselves through systematic education." He puts the number of Americans in that group at 110 million—half of the total population of the United States! This "learning force" exceeds the conventional "labor force" by 30 million. Estimates suggest that by 1975, the figure will have increased to 150 million, well over half the population.

We are called upon to make an expanded and determined commitment to the value of continuing education. We suggest some thoughts for general consideration.

What should be the framework of action for those intimately concerned with the future of continuing education? What purposes served by adult and continuing education have confirmed its indispensable

value to this society? Toward what goals should it be aimed? A number of distinct purposes emerge for continuing education. The expansion and upgrading of continuing education could well be in terms of conscious focus on these seven objectives and on conscientious labor toward their realization.

First, adult and continuing education fulfills a heavy responsibility in providing basic skills and attempting to maintain uniform minimal educational standards, for this nation's democratic system depends on literacy and a minimal amount of sophisticated judgment in political and social matters if it is to function effectively. Minimal educational standards are required if the vote is to be utilized wisely; if news and public events are to be understood; and if certain basic requirements of participatory government, such as income tax accountability, are to be complied with. The installment credit system and other facets of the nation's economy require that each person understand the language, be able to read and write, and have some elementary knowledge of figures and arithmetic. The possibilities for job qualification and performance are almost nonexistent without functional literacy, some ability to manipulate the language, and elementary knowledge of social workings. For all these matters, which have traditionally been recognized as subjects of adult schooling, education is necessary. To fulfill these functions, the form of education becomes more "adult" than "continuing;" but nonetheless, the extent of need among the population — particularly in the urban areas—is staggering.

Contrary to the average layman's view an astounding number of Americans lack these basic skills. Just last year, adult education officials in New York were surprised to find, through a study conducted in that State, that over 2,000,000 adults had less than an eighth-grade education and more than 350,000 had had no formal schooling at all.

Another objective of adult education is the further education of those who, while possessing some degree of elementary and secondary education, have not yet completed the high school level of learning. The New York study found that well over 4½ million adult residents of the State did not have a high school education. Undoubtedly, providing education in basic skills up to and including high school is one of the most important functions of adult education. It appears likely that with the increasing numbers of youth who attend college, the number of adults requiring this level of help will eventually diminish, but minimal need will persist in this area.

The other objectives for continuing education are the ones which hold the widest future expansion and in which the possibilities for innovation and broad participation are greatest. The first and the second in our total list of considerations involve the role of adult and continuing education in one's professional and career advancement. It is reported that entire job-career patterns change from three to five times during the lifetime of one worker. Job, career, and professional requirements progress so rapidly that continued, efficient utilization of manpower necessitates periodic "reeducation" and updating of knowledge and skill level. This nation has always pointed with pride to its economic and social structures as examples of mechanisms geared to "get things done." If our structures are to continue to be productive, the individuals who make those structures work must be continually learning and updating themselves through education concerning not only their particular job, but with the larger aspects of their occupation as well. Likewise, some of the attention of adult education must be focused upon tailoring some segments of the program to meet the broad career and professional needs of the adult students.

Third, continuing education is impor-

tant to those adult students who seek to specialize or to do advanced work in one of the disciplines, not necessarily for professional or career reasons, but perhaps simply to pursue a lifelong interest to a fuller and deeper extent. Thus, by providing continuing education from the basic skills level through advanced study, the adult education program takes account of the adult student as worker and, to some extent, as citizen. But there are other, somewhat broader purposes to be aimed at.

A fourth objective of adult continuing education — and potentially one of its most important — is aiding adult citizens to cope with the unparalleled knowledge explosion. It is widely reported that if we plot the accumulation of knowledge on a historical continuum beginning with the birth of Christ, the first doubling of knowledge occurs in 1750; the second in 1900; the third in 1950; the fourth only 10 years later, in 1960; and the fifth in the mid-1960's. In other words, while it took 1,750 years for man to double his knowledge the first time after the birth of Christ; it took only five years for him to similarly double his knowledge from 1960 to 1965! In the last 20 years mankind has acquired more scientific information than in all of previous history. And 90 per cent of all the scientists that ever lived are alive and working today. The knowledge explosion is so vast and so far-reaching that the importance of grasping and keeping up with it at some points becomes indistinguishable from one's career and professional obligations. The breakout from the degree-oriented pattern of extension offerings is essential.

Tom Popejoy, the President of the University of New Mexico, recently said:

"Knowledge today is being advanced too rapidly on too many fronts to allow the educated man to rest on his degrees. It has been estimated that new competence in most fields demands a measure of reeducation at

10-year intervals. Providing this continuing education is as much the responsibility of the university as is the education of its undergraduates."

Fifth, programs of adult and continuing education have the potential to lead a constructive revolution in the advancement of minority groups. Traditionally, education has been the indispensable ladder for this process. Just as traditionally, members of the outcast, poverty-stricken minorities are those with the highest drop-out rate from conventional schooling programs; they are the least motivated by the outmoded approaches of typical elementary and secondary American education. Because education is that indispensable ladder, many of those most needing it are late in realizing it and have already left the educational system. Consequently, there is a tragic vacuum in the development of the minority individual. Conscientiously developed programs of adult continuing education are uniquely situated to replace the vacuum with solid, useful learning. Between 1960 and 1985, the black population of America will have more than doubled; by 1975, there will be more than three million black men alone in the 15 to 25 age group. Their need is clear and undeniable; and so is the potential for adult education for meeting that need.

Most of the purposes and objectives that we normally associate with continuing education — including the matters that have been so far discussed—relate directly to identifiable social needs or imperatives. A sixth purpose, however, is quite different in this respect: continuing education has a vital personal role to play in the quality of *individual* life. What historian Carl Becker said about history may, in this context, be considered equally true of the effect of education:

"Its value . . . is, indeed, not scientific, but moral: by liberalizing the mind, by deepening the sympathies, by fortifying the will, it enables us

to control, not society, but ourselves — a much more important thing; it prepares us to live much more humanely in the present and to meet rather than foretell the future."

Seventh, and finally, continuing education can have a signal role in doing certain things that too few people have considered to be a function of adult education; it can bring people together, get people communicating, become the center for the exchange of ideas on all matters, and uplift the tone and quality of community life. The possibilities here are in all directions, and if we share sufficient faith in the concept, it is possible to become almost visionary about the social potential of centers for continuing education.

We have come a long way from the town meeting of late eighteenth and early nineteenth century New England; our institutions have proliferated, stretched, died, and new ones have been born to replace them. The current group of serious social ills we face stem in substantial part from our mere largeness and a resulting "alienation" from each other — a phenomenon that is purely a result of both loss of and lack of communication. The classroom of the local center for continuing education, whatever model that it takes, could reduce that loss and lack; it could become the modern substitute for the town meeting where ideas are exchanged and important issues are discussed. Such arrangements are both crucial and difficult to implement in a vast, pluralistic, anomic, and divided society like ours. We need something to bring us together. With the proper resources, support, and emphasis, the programs for continuing education could play a substantial role in that direction.

Several reasons for the existence of adult education and several appropriate objectives for its activities have been discussed. We need, however, to elaborate our purpose. There is likely little dis-

agreement that continuing education is important and useful, but there is more to be considered.

The result of the new attention and criticism of education is that *all* segments of education, including adult and continuing education, must have a clear and realistic set of priorities and a sharp and decisive sense of direction. The seven objectives suggested above are not to be understood as a textbook list of the Platonic ideal in adult education; they are offered as the operative *aims* toward which our programs of continuing education might steadily and observably progress. If a program is meeting only one or two or three of the objectives, and ignoring the others in its planning and programming, it is at the least underutilizing public funds. We acknowledge a commitment to the expansion of continuing education—it can be the most significant advancement in all of education for the decade of the seventies. We feel certain, however, that this will happen only if proposed programs take into full account the public interest, and public needs, the considerations already outlined.

If the purposes of expanded adult education are to be as we have discussed them earlier, what should some of the specific contours be? Three core concepts need consideration: first, that expanded continuing education programs should be built in a major way around the community college; second, that adult education should draw its content from the community; and third, that adult education should draw its structure and program from the specific needs of the adult students in the particular program.

There are several reasons why the development of the community college, as a major center of the continuing education program, makes sense. For one thing, the geographical area it serves most nearly conforms to the largest area that one institution can generally practically serve. Certainly among the most

important practical considerations in the fashioning of adult education is commuter geography: that is, to serve the largest possible area from one institutional center so that as great a concentration as possible of talent and facilities may be brought to bear on the needs of the largest number of people. That is most often accomplished by the community college which is specifically designed and located on the same principle. Indeed, the community or junior college is the principal institution with a collegiate orientation located in a large number of the State's communities that is specifically designed and operated as a *commuter* learning center.

In addition, a program in the community college puts the participants in the desirable atmosphere of advanced learning. The result is the presence of a subtle, continuing, legitimate inducement and encouragement to sustained learning to the highest level. Having the program in the community's highest institute of learning represents the community's conviction as to the importance and high level of the program. Therefore, wherever appropriate, the senior, public and private colleges and universities need to be involved, expanding their own activities as centers of continuing education.

There is a peculiar appropriateness that derives from recent history about having comprehensive adult education programs centered in the community colleges. The junior college system has grown rapidly in the United States in the past decade. It is probably accurate to say that it is the most important manifestation of renewed educational interest developed in the decade of the sixties — perhaps in the entire period since Sputnik in 1957. Hopefully, adult education will be the similarly successful educational breakthrough of the seventies. It is, therefore, particularly appropriate that the center for this effort will be, in a major way, the community college.

In a similar fashion, the community college represents perhaps our greatest movement in recent years toward higher education relevance to the needs of the last third of the century. It represents not only our commitment to widespread access to higher education but to the proposition that the college is — or can be — an asset to the community where it is located, and that higher education should be to some extent dispersed throughout the State. Our commitment to adult education represents a similar move toward direct social relevance.

The second proposition — that the adult education program should draw much of its content from the community — is certainly related to the first. What we might call the "relevance doctrine" as it relates to higher education has evolved into the following formulation: "relevance *where you are*." It is recognized that no single institution can relate effectively to all the problems of society, and that attempting to do so is wasteful and counter-productive. But, with institutions of higher learning widely dispersed over the nation and the State, as they presently are, the notion of "relevance where you are" becomes a workable operational goal. Adult education in a community college is singularly well situated to act on this imperative. The result should be that there will be a continuing dialogue between the needs of the community — economically, socially, politically — and the programs of adult education. The continuing education program should be finely tuned to respond to the needs and directions of the larger community. And the process should be a two way street: the community reacting to the uplifting pressure of the continuing education programs; the development of a greater sense of true community; the community as a laboratory and outlet for the talent and creativity of the adult learner.

One of the factors inherently working for the success of this close program-

community relationship is that the participants in adult education play dual roles; they are citizen-students. They have a commitment to both the community and the educational program and, hopefully, there will be a careful fusion and balancing of functions and goals. The resulting influence on both the program and the community should be heightened.

The second proposition seeks to establish a close relationship between the program for adult education and the community in which it functions; to make the program in reality a continuing community education program. With that relationship established, the third proposition aims at a relationship equally important: the relationship between the program and the student. Many of the appurtenances of higher education — required courses, degrees, majors, minors, rigid course and department structures — are outmoded and become next to useless for nearly all purposes. It can be agreed that whatever usefulness these devices and structures have elsewhere, it no longer exists in the realm of adult education. We are no longer dealing with a self-contained academic unit accountable in its eyes only to itself; we have rather a program closely designed to the felt needs of the community and serving the specific needs of adults. Adult continuing education, as it gains stature and resources in the next years, offers our best opportunity for innovation in higher education. That is an exciting prospect for all of us concerned with the course of higher education. Adult education should retain, as its unofficial guideline, the determination to treat the conventions of higher education with a minimum of reverence and to focus its prime attention on the nature of its community and its adult students.

The evidence so far that leading programs in adult education are following this course is encouraging. At the University of Oklahoma and closer to home at Roosevelt University, for example, the

program participant begins with equivalency examinations, both objective and individual, to determine the participant's qualifying level and to tailor his individual program. The determination of his qualifying level rests in part on the assumption that experience as an adult up to that point is an effective substitute for conventional course work; experience-unit components are worked out to reflect that judgment. The program, leading to a bachelor of liberal studies, is then worked out around a small core program with a larger body of seminars and course work to round out the participant's needs. Programs of this sort are certainly moving in a positive direction. The current efforts in several quarters to develop examinations that reflect the experience value of the adult and to fashion programs on the assumption that his experience is equivalent to certain specific courses or other work are particularly encouraging.

Margaret Mead has written that "Education is a matter of the head; interest

is an influential element, and age is not a limiting factor." We need to acknowledge and utilize the tremendous resources that for too long have been untapped; the contributions of adults who, in many cases, have more to say, more to think, and more to learn than they did when they were young. In addition, adult education recognizes, in a way that no other form of education does, that the greatest impact of all may be on those who have now undertaken responsible positions in society. Woodrow Wilson once said, "The men who act stand nearer to the mass of men than the men who write; and it is in their hands that new thought gets its translation into the crude language of deeds." If educational relevance means anything, it is that the minds of the ages and the talent of the present must be brought together to move the man of the day. Our need is for new thought to be translated into the crude language of deeds; our best hope for it to do so is continuing, adult education.



## UNIVERSITY RESPONSIBILITY IN ADULT AND CONTINUING EDUCATION

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A number of extensively varied and sophisticated programs in adult and continuing education are regularly made available to adults in the State of Illinois. These programs are recognized at both the state and national levels as contributing to the total development of large numbers of adults. This effort in continuing education should be recognized as a major accomplishment in a very positive direction for the state and its people.

The general adult population in the State of Illinois has been fortunate enough to have very dedicated and tireless workers in the public schools, however, many of the junior colleges, and the extension divisions of the colleges and universities, who have responsibility for programs pertaining to adults, have not been as fortunate in having equal educational opportunities as their student counterparts. It is a significant fact that persons who have direct responsibility for teaching,

counseling, or administering programs in adult and continuing education have few places to turn in Illinois public colleges or universities for professional training in their areas of responsibility. Certainly opportunities must be made immediately available to rectify this situation.

Our society is now committed to a revolution of rising expectations. With rising expectations come confrontations, and society will no longer support educational policies that do not cater and relate to the rising expectations of that society. Very recently, education has come under close observation by people who have not been full participants in that process. In many cases, this means the people with responsibility for adult and continuing educational opportunities throughout the state as well as the general populace. There is a definite lack of opportunity for professional training in adult education, and there remains on the part of the colleges and universities a very definite lack of leadership in providing creative and innovative programs for adult students as well. While some colleges and universities are desperately striving to keep ahead of the rising expectations of our society, others have made little or no effort to do so. Roosevelt University in Chicago has perhaps one of the more mentionable programs which attempts to deal with the general adult student as he comes to the educational setting, and takes him from that point into a meaningful program for his needs, not a program which "should be meaningful" as determined by so-called professionals. A few educational leaders are talking among themselves about weekend universities with opportunities made available for any and all adults, who in any way qualify for eligibility in a university, to receive continuing educational opportunities at times which THEY can use rather than the more traditional times which have been established over the years by the institutions of higher education. If this means classes

all during the night, even during Sunday and Sunday night because this is when people are available and want to take advantage of educational opportunities, then it must be so. Universities and colleges must also come to the point where it is recognized the adult's experience, his background, maturity, and his individualism account for a great deal in the evaluation process regarding his candidacy, as well as his placement in an appropriate educational setting. No longer can we look at the fifty-year-old man who comes to the educational setting, and has for 28 years been a most capable and experienced person working in a private enterprise, and suggest he start with the seventeen or eighteen-year-olds who begin freshman courses at the university. In many cases they will not do this, nor should they.

Oftentimes in the past the so-called professionals have held in captivity, with narrowly defined standards and limiting measures of eligibility for learning, the continuing education process. Quality has often been viewed in restrictive and constrictive ways, particularly when it contributed to the exclusion of minorities. Quality now must be viewed as flexibility to offer expanded opportunities for all people who have a wide variety of educational and growth experiences. These experiences must directly relate to improving the emotional-psychological, the personal-philosophical, and the overall socio-economic aspects of their lives. Recognition must be given to the fact that adult and continuing education has the potential to lead a constructive revolution in the advancement of all groups, including minorities. We, as adult educators, are agents of change in society. Particularly in adult basic education, we are also liaison people between the disadvantaged and the establishment. While this perhaps does not seem to be a pleasant position, it is one in which adult educators must and will be found if they are to do a successful job in relation to

their responsibilities.

In *Landmarks of Tomorrow*, Peter Drucker has written about one of the major target population areas which adult educators must consider. He says, "The United States faces the greatest generation jump in its history. In 1960, when President Kennedy was elected, more than half of all Americans alive were over 33 and had received their formative experiences during the Great Depression if not even earlier, in the 20's. By 1970, only 10 years later, more than half of all Americans will be under 25 and will have been born after World War II. In one short decade the mid-age of the U.S.A. will have dropped by a full 8 years — the sharpest such age drop recorded in our history, if not in history altogether." He goes on to state: "At some unmarked point during the last twenty years we imperceptively moved out of the modern age and into a new, as yet nameless, era. Our view of the world changed; we acquired a new perception and with it new capacities. There are new frontiers of opportunity, risk, and challenge. There is a new spiritual center to human existence." It is apparent the long-argued question regarding training and/or education again springs forth. If we hope to "train" people, we must begin to think in terms of training for job clusters rather than for jobs, as we have in the past. This will insure the individual an opportunity to move within a certain type of job area, and will provide a great deal of flexibility for the individual as well as provide additional human resources for the area in which he will work. We must not allow human resources to be wasted by less.

If we hope to "educate," the adult educator in the system of higher education must be an agent of change. This change must involve additional opportunities for adult students, first-time opportunities in many cases, for the professional in adult education, and it certainly must provide an opportunity to solicit the support and

understanding of the university staff members across the State. Faculty members simply have not been oriented, to a large degree, to the concept that education is a lifelong and continuous, enjoyable process for everyone, which must include themselves. While they are engaged in continuing educational opportunities, they must also provide to all students the necessary acquaintance with the lifelong concept of learning behind continuing education to those who enter and exit through college and university doors. The days in which society would allow any individual to become stagnant in his chosen field, or uninterested in continuing his education, are gone. Those in continuing education must continue to be leaders in bringing about constructive, social, educational, and personal changes in the lives of many Americans. The question can no longer be asked, "Do I have the right to terminate my education or my continuing experience at any time I wish?" To live as a productive member in a democracy, the answer is an emphatic "No." All people must have continuing educational opportunities throughout their lives in order that society and the individuals of that society can be productive and well-adjusted human beings, citizens, family members, and workers. There are no alternatives. This leaves no alternative for colleges and universities but to drastically expand their commitment to continuing education in Illinois. No reasonable excuse can any longer be offered for limiting the educational opportunities in colleges and universities primarily to those on campus in the 18 to 25 year age bracket. Any place that continuing education is needed, that can be served by public or private colleges or universities in the State of Illinois **MUST BE DONE**. Adults have the right to expect the same type of educational endorsement for their needs and wishes as do the younger members of our society. Education can and soon will be a lifelong and continuous process for all persons.

# ADULT AND CONTINUING EDUCATION IN THE PUBLIC COMMUNITY COLLEGES OF ILLINOIS

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and

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One of the most exciting and challenging aspects of the community college program in Illinois is its rapidly developing program of adult and continuing education. The community colleges are making a major effort to add a "community" dimension to their college program by serving the educational needs of all citizens in their district — recent high school graduates and adults. It is recognized that education is a continuous process and that the only certificate a person receives that indicates his education is completed in his death certificate. The person who graduated yesterday and who stops learning today is uneducated tomorrow.

The *Illinois Public Junior College Act* requires that public junior colleges in the State offer comprehensive programs and includes adult education in the definition of comprehensive programs. The mandatory requirement of the Act suggests that the junior college is to play a major role in adult education in the future, and indeed, if the junior college is to meet its responsibilities for the education of all post-high school age persons, adult education becomes a major thrust of its program development.

A *Master Plan for Higher Education in Illinois*, published in 1964 by the Illinois Board of Higher Education states: "In addition to providing classroom instruction to thousands of additional students, there are other needs that affect higher education. Among these, clearly identified (is) . . . Adult Education. The continuing education of adults, the upgrading of their skills, the broadening

of their cultural horizons, and the enrichment of their knowledge, should be expanded."

*The Standards and Criteria for the Evaluation and Recognition of Illinois Public Junior Colleges*, adopted by the Illinois Junior College Board, defines adult education within the context of the *Master Plan* statement and provides further help in defining the junior college role. The definition is as follows: "The scope of adult education includes all continuing education and community service programs which may contribute to the educational and cultural needs of the community. Programs offered in this area are designed to serve persons of post-high school age who are primarily part-time students. Such programs may include formal or informal learning experiences offered on either a credit or noncredit basis that help serve the cultural, civic, recreational, educational, and/or vocational interests of the community."

Within this definition, Illinois public junior colleges are providing programs as follows:

- (1) Undergraduate lower level college credit courses at times when such courses can be taken by adults.
- (2) Noncredit formal courses related to other college course offerings or meeting specific adult education needs.
- (3) Credit and noncredit short courses, seminars, symposia, institutes, and similar programs on a cooperative basis with professional

groups, business, industry, labor, and/or local governmental agencies which help meet the educational needs of the cooperating group or agency.

- (4) Programs of cultural impact — concerts, plays, travelogues, film series, and art exhibits as are necessary to provide for the cultural enrichment of the community as well as the student body.

The junior colleges are also offering courses or programs as circumstances warrant either through cooperation with or at the request of other educational and/or community agencies. Such courses or programs include basic literacy education, occupational training, high school credit courses, General Education Development (G.E.D.) courses, self-improvement courses, and recreational courses.

As the educational agency which covers an entire district the junior college has responsibility for articulating with programs being offered by the public schools, four-year colleges, universities, and private agencies. Communication with all agencies providing adult education services will lead not only to a high level of coordination, but to the development of a broader base of adult education services within the junior college district.

#### *1969-70 Survey of Adult Education Services*

For three successive years the staff of the Illinois Junior College Board has conducted a survey of Illinois public junior college adult education services. In the most recent survey (1969-1970), there were 35 junior college districts in operation (including the State Community College of East St. Louis). For the survey, 34 districts reported as single operating units and the City Colleges of Chicago reported as eight separate colleges. Therefore, the data reported below represents the adult education offerings of 42 community colleges for 1969-1970.

#### **I. Extension Services**

- A. Thirty-seven colleges (including seven Chicago City Colleges) offered courses on a credit or noncredit basis at locations they consider off-campus. Such locations were most commonly schools (34), plants, and businesses (23). Other extension classes were held in hospitals (10), community centers (7), government buildings including military bases (7), churches (4), private homes (2), and YMCA's (2). The number of colleges offering extension services has grown from 22 in 1967-1968 to 29 in 1968-1969.

- B. There were 23,672 students served through junior college extension classes during the fall quarter or semester and 26,394 students served during the spring quarter or semester. These figures compare with 5,182 students served in the fall of 1967-1968 and 10,107 students in the fall of 1968-1969.

- C. During the fall quarter or semester 1,368 courses were offered in extension by junior colleges of which 769 were noncredit. The figures for 1967-1968 were 415 and 185 respectively and for 1968-1969, 1,117 and 823 respectively. During the spring quarter or semester of 1969-1970, 1,492 courses were offered in extension of which 886 were noncredit.

- D. Twenty-five colleges (including 2 in Chicago) cooperate with four-year colleges and universities in offering upper-level undergraduate and graduate courses at the junior college campus. This compares with eighteen colleges in 1967-68

and sixteen colleges in 1968-1969.

- E. The four-year colleges and universities offered 76 courses enrolling 1,496 students on junior college campuses during the fall quarter or semester, 1969-1970. In 1967-1968, 31 courses enrolling 1,021 students were offered and in 1968-1969, 68 courses enrolling 1,411 students were offered. During the spring quarter or semester, 1969-1970, four-year colleges or universities were offering 94 courses to 1,654 students on junior college campuses.

- F. The four-year colleges and universities offering extension work on junior college campuses included Northern Illinois University on 14 campuses; the University of Illinois and Chicago State College on 6 campuses; Southern Illinois University at Carbondale at 4; Southern Illinois University at Edwardsville at 3; Illinois State University and the National College of Education at 2; and Western Illinois University, Northeastern Illinois State College, and Roosevelt University at 1 each. All the colleges and universities are providing graduate courses. In addition, upper-level undergraduate courses were available at thirteen colleges. Two courses offered by universities were noncredit.

## II. Evening Credit

- A. All 42 colleges provide evening credit courses.
- B. Thirty-eight of the colleges (including all Chicago colleges) offered a sufficient number of courses so that a student could obtain a degree in most areas of study by attending evenings

only. Only 4 colleges, compared with 6 a year ago, do not provide a relatively full curriculum for evening students.

- C. Thirty-one of the colleges offered 50 per cent or more of their total day program in the evening also, and thirty-seven offered credit courses in the evening which were not available in the day.

- D. Twenty colleges (including 3 Chicago colleges) offered Saturday credit classes. This compares with 11 colleges in 1967-1968 and 14 colleges in 1968-1969.

- E. Approximately 61,000 students were enrolled in junior college evening credit courses during the fall quarter or semester, 1969-1970. This compares with approximately 40,000 enrolled in the fall of 1967 and approximately 47,250 enrolled in the fall of 1968.

- F. Full-time equivalent enrollment in evening credit classes in the fall of 1969 was 21,168. This compares with 16,400 the previous year.

- G. In 22 of the junior colleges the evening credit program is administered by the dean or director of adult education. However, in 15 of the colleges the credit program is the responsibility of the dean of instruction or his counterpart. In other colleges, responsibilities for evening credit courses are divided among a number of administrators and departments.

## III. Noncredit Courses

- A. Thirty-eight colleges (including all Chicago colleges) offered non-credit courses during 1969-1970. This compares with 22 colleges in 1967-1968 and 34

colleges in 1968-1969.

- B. Headcount enrollment in non-credit courses for the fall quarter or semester, 1969-1970, was 28,495. Of this number, 15,457 were enrolled in reimbursable credit equivalency courses and 13,258 in nonreimbursable courses. The full-time equivalent enrollment in credit equivalency courses was 1,667. It is significant to note that the credit equivalency enrollment the spring quarter or semester had increased to 23,288 and the full-time equivalent enrollment of these courses increased to 2,378. Comparable figures are not available although in the spring of 1968 the full-time equivalent enrollment in credit equivalency courses was estimated at 2,000.

IV. Educational Services for Business, Industry, and/or Professional Groups

- A. Thirty-one colleges (including 6 Chicago colleges) provided a total of 105 special educational programs during 1969-1970 either in cooperation with or at the request of area businesses, industries, and/or professional groups. Comparative figures show 22 colleges providing 45 programs in 1967-1968 and 24 colleges providing 85 programs in 1968-1969.
- B. Of the programs developed in 1969-1970, 36 related to industry, 17 each to business and education, 13 to health services, 6 to secretarial training, 5 to banking, 4 to insurance, 3 each to social work and agriculture, 2 each to real estate, professional counseling, labor, and religion and 1 each to advertising, salesmanship, transportation, and ecology.

V. Educational Services for Community and/or Governmental Agencies

- A. Twenty-seven colleges (including all 8 Chicago colleges) conducted 58 programs for governmental and community agencies. Comparative figures show 10 colleges offered 10 programs in 1967-1968 and 18 colleges provided 40 programs in 1968-1969.
- B. Eighteen programs related to the needs of local government agencies. Social agencies were served by an additional 18 programs. Thirteen programs were developed with the cooperation of local community agencies and six programs were related to problems of the state or federal governments.

VI. Programs with Cultural or Public Information Purposes

- A. Thirty colleges (including 5 Chicago colleges) offered such programs in 1969-1970. This number compares with 18 colleges in 1967-1968 and 29 colleges in 1968-1969.
- B. One hundred five programs were conducted in 1969-1970 compared with 99 in 1967-1968 and 113 in 1968-1969.
- C. Programs offered included concerts in all 30 of the colleges with such programs, lecture series in 29 colleges, film series (17), panels and discussions (9), art exhibits (8), drama productions (7), fine arts festivals (5) and dance and ballet (2).
- D. It was estimated that approximately 85,200 persons attended these performances or exhibits. This compares with 59,440 in 1967-1968 and approximately 47,200 persons in 1968-1969. It should be noted that these programs and exhibits are by

outside groups only. They do not include public performance by local college faculty or students.

#### VII. Administration of Programs

- A. The total number of faculty employed to teach evening college credit and noncredit programs in the fall of 1969 was 3,525. Of these, 2,693 were part-time faculty and 685 were full-time faculty teaching an overload assignment. The remaining number were full-time teachers assigned to evening classes as part of their regular assignment.
- B. In 25 of the colleges the rate of pay for part-time evening college teaching is based on a clock hour or credit hour flat fee. In the other colleges a separate pay schedule has been developed for part-time faculty.
- C. Thirty-two colleges employ counselors who are available in the evening for adult students.
- D. Thirty colleges employ an administrator with sole or major responsibility in the area of adult education. In other colleges the responsibility is either assigned to the director of occupationally related curricula or is divided between administrators in various academic disciplines.
- E. In the 30 colleges which employ a separate adult education administrator, this individual holds the title of dean in 16 colleges, director in 10 colleges, coordinator in 2, and assistant dean in 2.
- F. In 11 of the 30 colleges with an adult education administrator, the administrator is responsible directly to the chief administrative officer of the college. In two colleges he is re-

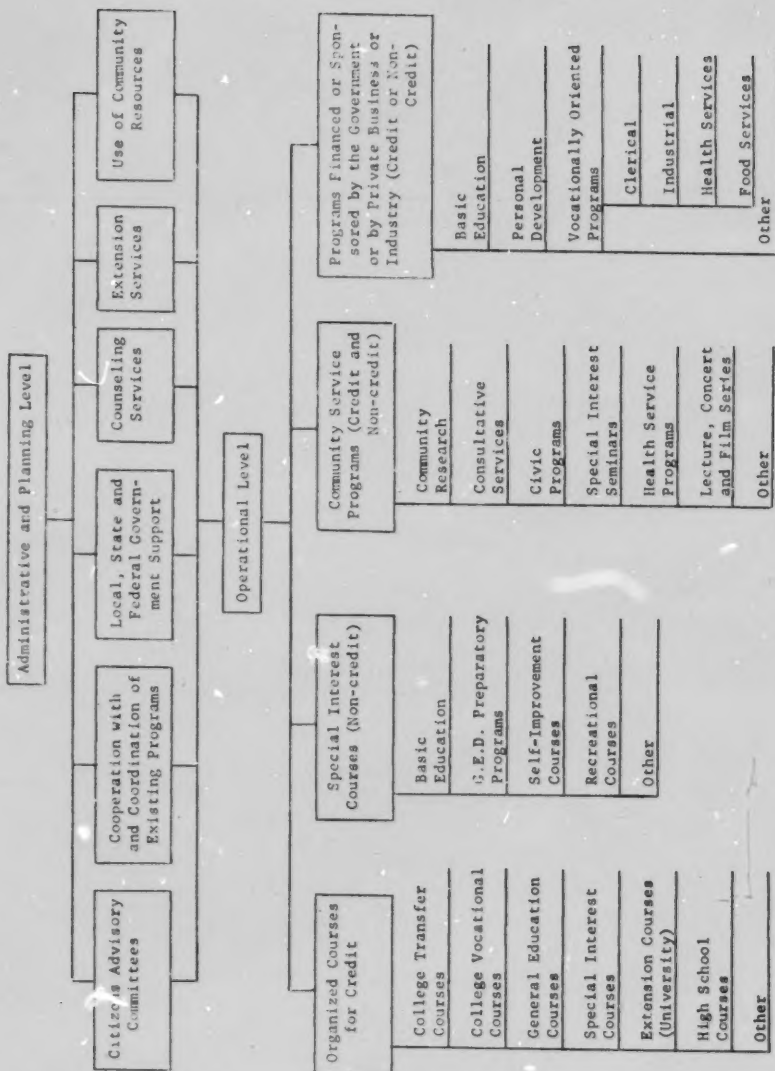
sponsible to the executive dean. In sixteen colleges he is responsible to the vice president or dean of instruction. In one college he is responsible to the dean of occupational programs.

#### *Future*

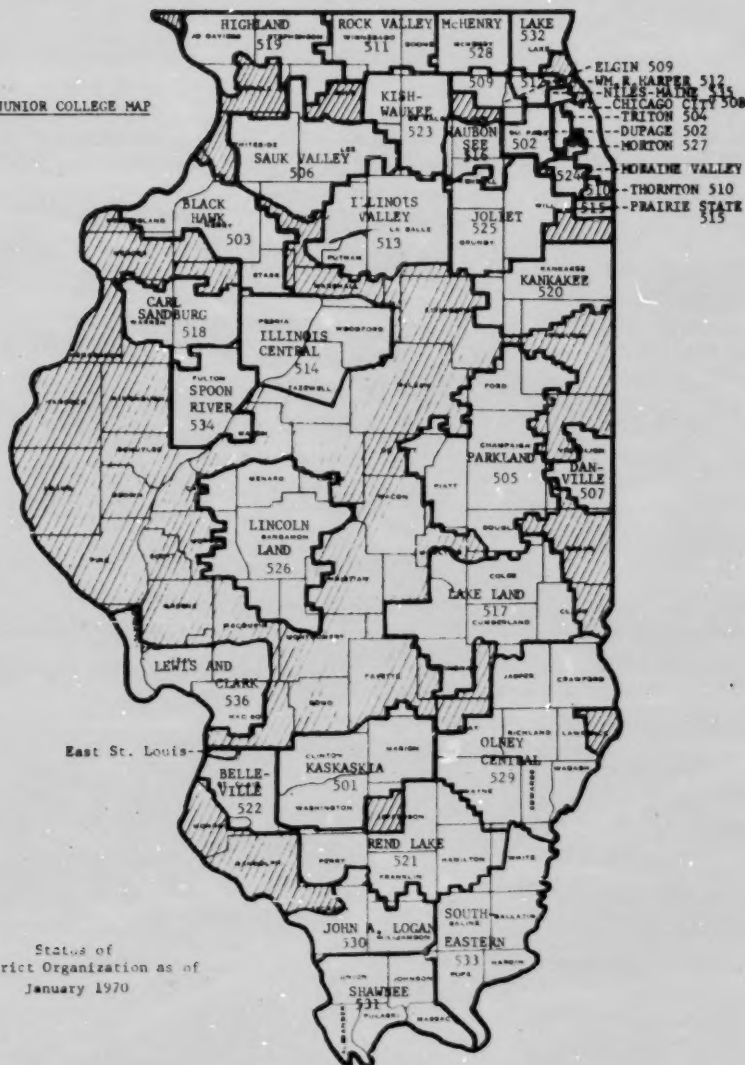
The future will likely see all programs presently provided in the junior colleges expanded. However, the greatest emphasis in junior college adult education is likely to be the development of the credit and noncredit short course, seminar, institute, and workshop mentioned in item three above. These programs, often called community services, involve both college and community resources, and are conducted to meet specified educational needs of individuals or enterprises within the community. One adult educator wrote several years ago, "Adult Education in 'focusing upon the individual has too often been concerned with little needs. If harnessed to total improvement of our communities and our democracy, it will be concerned with big needs.'" Most junior colleges in the future will develop new programs as a result of cooperative planning with municipal and county governments, professional and business agencies, industrial groups, and chambers of commerce. These programs will represent a concern for the community as an entity that complements other adult education programs which are largely related to individual needs.

The Illinois Junior College Board has a lively and vital concern with regard to the role of the comprehensive junior college in the field of adult education. It is the intent and desire of the Board to move ahead in this field as a member of a statewide team engaged in the development of a useful and meaningful system for adult education. The Board encourages coordination and cooperation and pledges itself to the support of a well-planned program toward this goal.

DIMENSIONS OF ADULT EDUCATION  
IN ILLINOIS JUNIOR COLLEGES



ILLINOIS JUNIOR COLLEGE MAP



Status of  
District Organization as of  
January 1970

# THE DEPARTMENT OF PRIVATE BUSINESS AND VOCATIONAL SCHOOLS

THOMAS E. RICHARDSON, *Director*  
Private Business and Vocational Schools  
Office of the Superintendent of Public Instruction

The Department of Private Business Schools was created by an Act of the General Assembly in 1955 and became effective January 1, 1956. The Act originally provided for a state board of seven members to administer the law, rules, regulations, and standards relating to the schools requesting approval by the Office of the Superintendent of Public Instruction.

The Act was amended in July, 1967, replacing the state board with an advisory board consisting of seven members appointed by the Superintendent and confirmed by the Senate.

On October 7, 1969, the Act was again amended transferring the jurisdiction for the approving of private vocational schools from the Department of Registration and Education to the Office of the Superintendent of Public Instruction. As a result of this legislation, the Superintendent established the Department of Private Business and Vocational Schools.

The amended Act also provided for the Superintendent of Public Instruction, with the confirmation of the Senate, to appoint twelve members to the Private Business and Vocational Schools State Advisory Board. Of the appointed members, four shall have, for at least five years immediately preceding their appointment, occupied executive or managerial positions in private business schools in this state. Four shall have, for at least five years immediately preceding their appointment, occupied executive or managerial positions in private vocational schools in this state. Four shall be persons occupied in commerce

or industry in this state. Members of the board shall serve without pay. The Superintendent of Public Instruction, *ex officio*, shall be a member of and chief executive officer for the board. The Superintendent may designate some qualified person in his office to represent him on the board and to serve as chief executive officer for the board. The board elects officers and reorganizes every two years.

The Act specifies the definition of private business or vocational schools and specifically names courses considered to be of a business or vocational nature. The Act also refers to "self-improvement" schools.

Every individual, partnership, or corporation desiring to operate a private business, vocational or self-improvement school must comply with the Act. They must abide by additional rules, regulations, and standards as promulgated by the Superintendent upon advice of the board.

The entire operation and conduct of each school, advertising methods and procedure, solicitation of students including agent conduct, teacher qualifications, equipment, building facilities, etc., must all be in accord with the powers provided in the Act.

At the present time 232 private business and vocational schools are approved in Illinois. These schools offer a variety of courses such as secretarial training, automation, various automotive related subjects, real estate salesmanship, dog grooming and many more.

In addition to approving schools in Illinois the department is charged with

the responsibility of recognizing all out-of-state schools wishing to solicit students in Illinois. Eighty-seven schools are so recognized.

Residential schools vary in enrollment from two or three students to over a thousand students whereas correspondence schools may exceed over 100,000 students.

A complete list of recognized and approved schools is prepared each year as a reference for high school guidance counselors and others interested in a private business or vocational school edu-

cation. The Office of the Superintendent of Public Instruction works cooperatively with counselors, school principals, and teachers in reference to problems involving students and their education after high school graduation.

It is apparent that the training provided by private business and vocational schools is continuing to be in great demand as a part of post-high school education as evidenced by the thousands of individuals using these facilities to train for a vocation.



## VOCATIONAL AND TECHNICAL EDUCATION IN ILLINOIS

SHERWOOD DEES, *Director*

Division of Vocational and Technical Education

### I. *Where Have We Been? — The Past.*

The 1917 Smith-Hughes Vocational Education Act was enacted to meet the demands of an economy just reaching industrial maturity. Most allotted funds went to vocational agriculture and home economics, but provisions were also included for training in trades and industry. In 1917, Illinois passed the Acceptance Act — Federal Vocational Education Law — to appropriate money and regulate its expenditure for vocational education. The administrative responsibility to administer such funds was placed in the hands of the Board of Vocational Education and Rehabilitation, which is appointed by the Governor, with the Superintendent of Public Instruction serving as Executive Officer of the Di-

vision of Vocational and Technical Education.

In 1946, the George-Barden Act was introduced to meet changes in labor force demands of the previous thirty years. Funds for vocational education were increased and support was added for the distributive occupations. The heavy emphasis on the need for industrial workers during World War II caused the public schools to establish new training programs for industrial contributions to the war effort.

The American economy continued to change over the next few years and manpower needs shifted considerably. A more sophisticated technology led to a shift from a primarily blue-collar and agricultural labor force toward white-

collar employment. There was a sharp drop in the demand for low-skill manufacturing occupations at a time of great increase in the number of jobs for technical workers.

To meet this shift in manpower needs, Congress enacted the Vocational Education Act of 1963 to broaden occupational training to include, for the first time, business and office occupations. As a result of this Act, the high school student vocational enrollment increased over one and one-half million in the next two years with most of this increase in office occupations. Since 1963, employment opportunities in the professional, semi-professional, and technical fields have rapidly increased. Demands in the public service field alone exceed labor supply five to one. It is estimated that there are two technicians to every engineer, and six to ten technicians for every doctor or researcher in the health fields. In addition, it is estimated that each adult will have to be retrained on the average from three to five times during his lifetime.

The Vocational Education Amendments of 1968 redirected vocational education from specific areas of training to meeting the needs of individuals, with special emphasis upon meeting the needs of the disadvantaged and handicapped. These amendments place resources and flexibility with the states and local agencies and are designed to focus on the major deficiencies of vocational education of the past. This Act is designed to help the "hard-to-reach" and the "hard-to-teach" and will affect over 25 million people.

In Illinois, there were 149,442 students enrolled in 1965 in approved vocational and technical education programs, with sixty per cent of this number enrolled in agriculture and home economics. Only 2,092 were enrolled in approved post-secondary occupational programs five years ago in junior colleges.

## II. *Where Are We Now?—The Present.*

This year, 1970, we have had one year of experience in implementing the 1968 Amendments to the Vocational Education Act of 1963. A new state plan has been developed to provide flexibility for local school districts and community colleges in the development of new and innovative programs. Reimbursement is based upon student participation along with an equalized relative ability-to-pay and other factors to assist the poorer local districts. Additional reimbursement is paid for disadvantaged and handicapped students.

Elementary students are provided with occupational information with an emphasis on the "attitude toward work." Orientation and preparation training programs have been expanded at the ninth- and tenth-grade levels of the high schools. There has been the greatest expansion of secondary and post-secondary occupational training programs in the history of education. Students in secondary programs increased from 81,323 in 1965 to about 225,000 in 1969-1970 and in the postsecondary junior college institutions from 2,092 in 1965 to about 60,000 for 1969-1970. We expect nearly one million enrolled in approved programs at the elementary, secondary, post-secondary, and adult levels in the coming year.

Due to limited available funds for Fiscal Year 1970, vocational reimbursement claims were paid on a 50 per cent basis for regular secondary programs. By level, reimbursement for the 1969-1970 school year is as follows:

|                           |              |
|---------------------------|--------------|
| Elementary Schools . . .  | \$ 103,529   |
| Secondary Schools . . . . | 18,239,354   |
| Postsecondary . . . . .   | 6,415,917    |
| Adult . . . . .           | 1,304,863    |
| Total . . . . .           | \$26,063,663 |

Twenty area secondary vocational cen-

ters are in operation to provide specialized vocational instruction for many school districts of an area. Last year \$2,875,418 was obligated for construction and initial equipment with an additional \$1,969,696 reimbursed for area center operation. Some area centers offer as many as 24 different occupational training programs for their students, with an emphasis upon new and emerging occupational fields.

Illinois' 37 public junior college districts, comprising 47 college campuses and the two public technical institutes, are making a significant contribution in their effort to provide one and two-year vocational and technical education programs. Presently, these institutions offer occupational education in 145 various areas of specialization. In these 145 specialized areas, cumulatively, the colleges offer a total of 787 programs.

Chicago, with a large target population under the 1968 Amendments, received 16 per cent of the State vocational funds with 84 per cent outside of Chicago going for programs under the old reimbursement policies. Chicago's share is 25 per cent under the new State Plan policies in 1969-1970. It is projected that Fiscal Year 1971 funds, based on present programs, will provide 40 per cent to Chicago. Funds presently are specifically oriented toward the urban and rural poverty areas.

The present program is designed to help solve two of our more pressing problems in the State. First, it will provide adequately trained manpower to meet the needs in a rapidly changing technical age with a special emphasis on health occupations and personal and public service occupations. Secondly, it will keep students in school until they become sufficiently trained to be employable and become productive in the economy of the State. Both of these problems are economic in nature but have great social implications in the matter of law and order and general social unrest.

### III. *Where Are We Going?—The Future.*

1. Expanded Programs Needed
2. Financial Support Required
3. Coordinated Efforts Necessary

Three fundamental questions must be considered in looking ahead to the future in vocational and technical education. First, how can relevant occupational programs be expanded to meet the needs of at least 75 per cent of the students who will not receive a college degree? The past and present programs only meet the needs of a small percentage of students. Most Illinois high schools today offer an approved vocational programs in two or less occupational areas. Some community colleges have been reluctant to expand the curriculum to provide the comprehensive program intended under the new community college act.

The lack of programs is still most crucial as evidenced by the fact that the target populations of the 1968 Amendments — inner city, ghetto, and rural poverty areas — offer the fewest relevant vocational and technical programs. In other words, where the need is the greatest, the fewer are the programs.

Another factor relating to the lack of relevant programs is the problem of emphasis on the occupations of the past rather than development of programs to meet occupational needs of the future. Occupational needs are changing in every occupational field so the problem must be solved by developing programs which youth and adults will actually experience in school as well as in the world of work in their lifetime.

Secondly, the future of vocational and technical education is dependent upon the priority that the federal, state, and local governmental agencies place upon preventive programs rather than remedial programs undertaken after unemployment or under-employment and public assistance becomes a way of life. Dol-

lars invested in the individual early in life encourage self-confidence and create a climate of desire for future training. Such expenditures are minimal during the school age years. By investing in individuals, our country's greatest resource, the dollars increase honor, achievement, success, opportunity for advancement, and social acceptance. Such an investment decreases dropouts, unemployment, family and social disorders, public aid, institutional support, and an attitude of hopelessness and defeat.

Thirdly, the problem of articulation and coordination of all manpower training efforts must be solved. Today, many training programs of the Federal government are administered by agencies outside the formal public educational system. In Illinois, there are many state agencies having a role in the administration of vocational education. Some of these state agencies are separate and independent and not responsible directly or indirectly to the governor. The Department of Labor, Business and Economic Development, Board of Higher Education, Junior College Board, Division of Rehabilitation, Department of

Corrections, Children and Family Services, Departments of Public and Mental Health, Superintendent of Public Instruction, and others have a relationship to vocational education that tends to promote an isolated approach to the solution of the problem. A Coordination of Manpower, directly responsible to the governor, cannot solve this problem without administrative responsibility and authority.

The future of vocational and technical education in Illinois is bright. Forward-looking, competent leadership at the state and local levels is needed to provide greater emphasis to training programs for the world of work. Adequate financial support at the federal, state, and local levels must be given for the differential cost of vocational and technical programs. Evaluation must be built into the system so that business, industry, and labor have more influence in developing meaningful programs. The best long-range solutions to the problems of society, as well as the individual, is to provide quality relevant training programs for all for job entry and retraining for the world of work.



## THE MAN WHO COULDN'T FIRE JANITORS

JOHN L. KIRBY, *President* and GILBERT SCHECHTMAN, *Professor*  
Educational Planning Associates, Inc.

An associate who taught English in an evening extension program tells an anecdote with significance for those involved in the planning and administration of programs for adults. His usual assignment involved teaching college freshmen during the day, and when he drew the evening assignment he thought long and hard about what kinds of modifications, if any, were necessary in method and content. He finally concluded that education was education, and people were people, (though he admits that the conclusion could have stemmed as much from inertia as from conviction). In any event, the evening program ran heavy on Shakespeare, with written assignments aimed at explication of text and analysis of character and motivation.

Though somewhat concerned by heavy attrition and other warning signs, the teacher was nevertheless gratified by the interest and achievement of some of his students, particularly one middle-aged high school dropout, who seemed to thrive on the Bard's every word and whose papers made up for mechanical deficiencies with a great deal of enthusiasm and insight.

Six months after having taught the evening program the instructor happened to meet his star pupil on the street. The student thanked him effusively, and the instructor congratulated himself on having guessed right — certain now that there was a common element in great literature to which everyone responded, rich or poor, educated or untutored.

"Your course changed my life," the student announced.

"Is that so," the teacher responded.

"I applied for a big promotion and got it," the student continued.

"How did that happen?" the teacher questioned.

The student went on to explain that he worked for the Chicago Housing Authority and that he had long thought about a supervisory position. But, he went on, to be a supervisor involved evaluating the work of janitors, and if it was unsatisfactory they had to be fired.

"What has that got to do with English composition?" the teacher asked, puzzled.

"To fire a janitor you have to file a *written* report," the student explained. "And I took your course so I wouldn't be afraid to fire a janitor anymore."

This illustrates the principle that people learn for immediate goals — at least many of them do, particularly those for whom the struggle for survival is all-consuming. People go to school to learn such things as how to fire janitors (who, we suppose, go to school to learn how to keep from being fired).

Educational Planning Associates is concerned with placement and supportive services for such groups as welfare recipients, urban unemployed, prison parolees, and people who are underproductive and who believe, somewhat correctly, that certain kinds of educational experiences will immediately and beneficially affect their lives.

In other words, the learner with whom we work is "goal oriented," to borrow a distinction made by Cyril Houle in his perceptive book on the adult learner, *The Inquiring Mind*. He is one of "those who use education as a means of accomplishing fairly clear-cut objectives." In his case these objectives are money and status.

A second characteristic of this kind

of learner seems to be his need to quickly implement a decision to enter an educational program. He doesn't want to wait for semesters to begin or registration to occur — he wants to begin *right now*. Psychologically such learners cannot easily tolerate a time lapse between action and consequence, effort and reward, decision and implementation. Perhaps this characteristic stems from a basic mistrust of a social establishment which seems to promise and never deliver. In any event, this characteristic suggests the need for a great deal of institutional flexibility to accommodate the learner's urgency, with some implications as well for the instructional program, which will be discussed later.

Finally, anyone who serves such a learner knows that he needs substantial help in restructuring his living patterns to accommodate a learning situation. What shall a mother do with her children while she is in school? Does she get carfare to attend class? When does she get the carfare? Is compensation in the form of a check? Where can she cash it? What will be the implications for her other sources of income (public assistance, disability, etc.) if she finishes the course and gets a job? How does she get to school? Where does she catch the bus?

If we are unable or unwilling to deal with such problems, an educational program for the adult, urban poor is not going to work, no matter how educationally sound it may be. For such people any change in the routine of their precarious lives is a threat, and such threats must be dealt with before learning can occur.

If there are premises about the learner which should be considered to make learning effective, there are also principles pertaining to the institutions. These may be reduced to the often repeated need for flexibility — in program, calendar, staffing, and location. In many cases private and proprietary institutions are in a good position to satisfy this need

for flexibility. They will lease facilities near a housing project or in a ghetto. They will devise continuous enrollment programs so that people can enter at any time and terminate when sufficient employable skill is attained.

Another advantage of a private school with a previously established identity is that the learner can more easily disassociate it from the political establishment, about which he may harbor suspicion and resentment.

It was mentioned earlier that there are implications for the educational program stemming from our consideration of the nature of the learner. He is, as we mentioned, goal oriented. But he is not, like the middle class learner, able to defer to long range goals or satisfy himself with intangible intermediate goals. Therefore, short term programs are valuable for this kind of learner. Moreover, he should always have employment in view. If programs with guaranteed employment can be created cooperatively with local industry, learning is accelerated.

In cases where education is not directly job oriented, we believe attention should be paid to the establishment of some kind of extrinsic incentive system. Under consideration now is the establishment of a GED review program for youthful parolees. It seems to us that a system of money incentives or rewards might produce good results with such students. Such a system is, perhaps, consistent with the research of the neo-behaviorist psychologists who have been interested in human learning. The "Daily Work-Daily Pay" employment bureaus which dot the fringes of the inner city attest to this principle. Not only do the clients of such agencies need the physical sustenance of daily wages, but most probably they need the psychological support of daily reward for effort in tangible form. Perhaps such learners need the same thing.

Educational Planning Associates has attempted to develop an expertise in re-

cruitment and placement of many different kinds of learners. In the case of the learner treated in this article, we have found that initial orientation is very important. The student, usually unemployed, must become career oriented. Among other devices to facilitate this orientation we have used an instrument which we are still developing, MATCH. MATCH is a computer assisted vocational guidance instrument with alternative forms for adults or high school students. It is based on a row-column matrix in which the axes represent interests on the one hand and ability on the other. The intersection of interest and ability produces a cell in which are grouped job titles appropriate to the student client. As part of the process the learner is invited to investigate monographs for each of the job titles and to cultivate his interest in the jobs.

Our next step is to discuss training with him and to make a placement. Our best resource has been a connection with and information about a large number of trade and training schools and pro-

grams. So MATCH means a wedding of client to job and student to appropriate training institution and program.

Our subsequent task has been to monitor the training process and to follow up the graduate to see if employment goals have been attained. Part and parcel of this "monitoring" process is continued backup and reassurance of the learner so that the vicissitudes of daily living don't frustrate the educational plan.

Placement is our main job and an important one. We make no value judgments about the relative social importance of human beings or educational programs. This past year we have placed a large number of students in American colleges. We're proud of that. And we've placed many people, some of them frustrated and embittered, in training programs that may lead to employment, and we're proud of that. Education is education, and people are people. And who is to say that how to solve differential equations and how to fire janitors are not equally worthy of human study?



## ADULT BASIC EDUCATION FOR THE REAL WORLD

CURTIS ULMER, *Chairman*, Adult Education  
University of Georgia

Significant progress has been made in the field of adult education these last few years, yet we seem to still have problems of establishing our identity in the educational community, in establishing and defending the thrust we must make in the 'Real World', and perhaps most important in developing in-service programs that reflect more than orientation to the problems we face.

I believe that we have a number of alternatives that are going to require us to look at our discipline, to look at the needs for developing programs that are freed from years of educational traditions.

I should like to direct my discussion to three general areas. First, who are we? Second, where are we? Third, where are we going? I may find few, if any,

areas of general agreement; but, it is my expectation that they may help us to examine our place in the educational program and help us as we plan for the larger job ahead.

### WHO ARE WE?

Over the past few decades a few colleges and universities have offered programs of adult education, and in the last several years we have seen a proliferation of degree granting programs instituted. These programs are based on the premise that adult education is the learning achieved by adults during their mature years — not a continuation of childhood learning, but new learning. Its purpose is to make adults aware of individual and community needs and to provide an educational program enabling them to cope with such problems.

The educational program to meet the needs of our modern adults must be broad in scope. It must include the total range of human learning in a democratic society, from the simple means of communication — reading and writing — to the solution of intricate problems in human relationships. We believe that education helps enrich the lives of adults and is a major factor in fostering better adjustment to personal, social, and economic needs and obligations.

The aim, then, of adult education is to extend opportunities for improved living to all adult citizens. It should be available to everyone no matter how limited or extended his formal schooling. To those who have left school, it extends an opportunity to regain that which they forfeited, to grow and to become better citizens, parents, and technicians.

Adult education programs should help people develop the intelligent and unbiased thinking necessary in attempting to solve the ever-increasing political and social problems which confront all today.

The purposes of our adult basic education programs shall be to provide learn-

ing experiences which will help each adult to continue his education and develop his potentialities. These learning experiences shall be designed to stimulate the growth of the individual culturally, morally, spiritually and democratically, thus enabling him to become a well-adjusted and useful citizen. Each adult basic education student should have the opportunity to:

- a. Acquire basic academic skills;
- b. Become more economically and vocationally efficient;
- c. Accept his responsibilities as a citizen by emphasizing interest and participation in national, state, and local affairs;
- d. Perform or discharge those duties which the circumstances of life have brought him;
- e. Develop cultural and aesthetic appreciation;
- f. Develop an understanding of the attitudes and personal adjustments necessary for successful home life and family relationships;
- g. Learn the need for good health and physical fitness;
- h. Become a critical thinker, capable of sifting information and making proper decisions;
- i. Develop emotionally, morally, and socially in order to be better able to cope with life's problems;
- j. Obtain continuing education consistent with personal interests, abilities, and needs; and
- k. Provide an atmosphere for the re-establishment, reinforcement, and extension of previous learning.

These objectives of adult basic education will be referred to later in this discussion when evaluation is discussed.

If we have successfully identified ourselves as a profession, we need to intensify our efforts to the end that we work within the framework of the institution to bring about changes necessary to make education the vital force it has historically assumed in American

society. Let us look for a few minutes at the school in society.

### WHERE ARE WE?

You might say with some degree of accuracy that our goals in adult basic education are to save our society as we know it and at the same time make it a society that includes all the people in the fruits of a rich and productive nation. I would like to state two assumptions and a conclusion that may serve to stimulate thought about the future of adult basic education.

Assumption A. Adult basic education cannot separate itself from the mainstream of American education just as it cannot, in application, separate itself from the cultures, learning styles, and life patterns of those taught. Obviously, there is a built-in contradiction in this assumption.

Assumption B. A successful and viable program of adult basic education cannot emerge as a "retread" of current institutional programs, current teacher education programs or perhaps in the traditional teacher-student confrontation.

Assumptions A and B suggest that neither reform nor changes in the current programs will be enough; rather they suggest to me that new institutional forms must emerge if we meet success in our efforts to make education the force to bring a measure of economic and social success to the part of our population who do not fit in the mainstream of American Society.

To support the conclusion I have drawn, I should like to quote a short passage from a book entitled, *Teachers for the Real World*. "Education is beyond repair, what is needed is radical reform. This reform is to include the nature of the schooling process, the systems which control educational policy, and the institutions which prepare persons to be teachers. In teacher training, reform must be undertaken in the selection of teachers.

There must be more adequate representation of the poor, the black, the Mexican, and the Indian in teaching ranks."

This passage was not written by anarchists but by distinguished educators who are prominent in the field of education, sociology, psychology, and social anthropology.

As if he were thinking along the same lines, Bob Blakely speaking from the point of view of the target population said: "An increasing number of individuals and groups are becoming aware that they have no part in making the decisions which are affecting their lives. They are demanding the right to take part. They are able to enforce their demands by passive or active opposition . . . learning was the road by which man got into the impasse. Because he cannot unlearn, even if he would, he cannot go back. The only way out is by continuing to learn — but in a new dimension."

In speaking of the failure of the university, Dr. Donald W. Bigelow said: "Our American Democracy is not delivering all of the 'unalienable rights' which were promised. And, it would appear that American education, the handmaiden to democracy, at least as it is presently operating, is unable to help make the delivery of what was promised any easier at this particular time in our national life."

These statements tend to emphasize the need for new directions in American Education. If education is going to be the way out of our dilemma, we, as pioneers in a new form of education, *ADULT BASIC EDUCATION*, must show education the way.

We have already done this to a degree. We have taken the nonsense out of the statement, "take each individual where he is." This has broken years of educational tradition. We have seen our "real life" instructional materials — our adult readers — adopted for youngsters who find them relevant. We have

learned to accord each individual student the God-given right to human dignity. We have many achievements to list, but the purpose of this discussion is to try to focus in some small way on our present status in the education world forces that will affect us and to attempt to make some observations about the future of the program. I can only guess.

However, I do agree that the process of change in education must be speeded up. We can no longer afford the luxury of a twenty-year lapse between the discovery of learning principles and application to the learner.

Historically change in schools has been: drifting; sporadic; the result of external pressures; expedient; in bits and pieces instead of planned; too little, too late; superficial; and related to narrow self-interest.

Let me list several features of schools that indicate the need for possible change or reexamination. These attributes are not cited as good or bad — only that they tend to represent historical patterns that have developed and that are difficult to change.

- a. The school is usually organized on the basis of local control and financing.
- b. The school is a compulsory institution.
- c. The school is not connected with other institutions — whose mission is also education such as welfare, police, courts, employers, and political groups.
- d. Most schools are linked with colleges, graduate schools, accrediting agencies, federal agencies, etc. Often these agencies control directions the schools take rather than the imperative needs of the students.
- e. It is difficult to measure the products of the schools with any degree of meaning. The approximate 50 per cent dropout rate from grades 1-12 in the southeast

may be the most accurate measure we have of the schools' effectivenesses.

- f. The grade system still prevails in spite of what is known about the learning process.
- g. The demands of the stereotype plus the subject matter centeredness of education tend to make the teacher by far the most "active" (60-80 per cent) participant in the classroom process.
- h. So many conflicting pressures are brought to bear on the local school from so many sources that a sense of being particularly vulnerable and, therefore, especially defensive is common. In addition, methods for accepting outside influence are relatively undeveloped.
- i. Factors of law, finance, and geographical districting create an essentially noncompetitive stance for the schools; it will continue to exist within a very wide range of actual performance outcomes.
- j. Social change outside schools is more rapid and extensive than it has ever been in this country. Schools are affected by this in terms of change in school population, subject matter, and change in other political, economic, and social subsystems. The need to adapt appropriately is being radically accentuated and minimally met.
- k. The student becomes a focus for much of the frustration which 'uncontrolled' nonunderstood rapid change produces.
- l. Procedural rigidity is often maintained as a hedge against unplanned change and becomes a barrier to planned innovation.
- m. Little systematic and extensive inservice training is done in most schools.

This listing is thought provoking. The message is clear to teachers of adult basic education. We are in the forefront of

change. We need to understand our "system" and work for change to improve education. When we improve the process of teaching adult basic education, we are likewise changing the total field of education.

I should like to confine the rest of my discussion to three forces that appear to me will dominate the field of adult basic education in the next few years. I choose to call them ACCOUNTABILITY, VOCATIONAL, AND PROGRAMMED LEARNING for lack of better terms.

## WHERE ARE WE GOING?

### ACCOUNTABILITY

Schools have historically been sensitive to local customs and political pressures. In the years since World War II, schools have tended to become instruments of national concern and policy as well as national defense. The National Defense Education Act was in the forefront of a series of federal funding activities, each funding representing a current national concern. We all recall the sensation created by Sputnik and the resultant funding of research grants to colleges and universities in the physical sciences — the television program by Ed Murrow on the plight of the migrants, the massive poverty program, the civil defense boom following the Cuban affair — and most recently President Nixon's 'Right to Read' speech. After some twenty years of massive funding to schools, after some failures and some successes, the concept of *Accountability* is going to be heard often. *Accountability* started as a political term and probably is an outgrowth of the McNamara era.

In federal funding, *Accountability* means that there should be X units of output for X number of dollars input. Translated to education terms, *Accountability* means something like the following:

- a. Adult Basic Education programs should have objectives.
- b. Once an objective is stated, it can be measured.
- c. Public dollars should bring a measured amount of learning.
- d. Money can be spent more efficiently.

As you know, it is not that simple.

Private industry likes the term and concept because they can restrict learning objectives and compete, sometimes on unequal terms, with public Adult Basic Education programs. Let me illustrate by quoting from a newspaper advertisement carried in the Athens, Georgia, *Banner Herald* on May 27, 1970:

"We guarantee to improve Reading, Math or English skills by at least one full grade level upon completion of 35 hours of prescribed study per subject. Additional instruction necessary to achieve that goal will be provided entirely free of charge by Learning Foundations. (Applicable to all students accepted for enrollment.)"

Another firm under federal contract in Texarkana had a bonus clause in effect if they exceeded their goals. They did exceed their goal by giving green stamps, prizes, and assorted gifts to high-achieving learners.

These illustrations are made primarily to illustrate a probable direction in private education and the probable restriction of learning goals. If we truly believe in the goals we have established for Adult Basic Education programs such as those listed earlier in this discussion, then we may have to be prepared to defend them.

It may be, however, that we in Adult Basic Education have an Achilles Tendon when we lack preciseness in describing our program objectives and in the resulting lack of evaluation.

It appears that we have to become increasingly aware that we will have to accomplish the following in each program:

- a. Entrance measurement in terms of specific skills in communication and computation and subsequent re-testing after a specified number of contract hours.
- b. Develop instruments that will measure learning increments in terms of citizenship, values, consumer education, self-concepts, etc.
- c. Develop written statements of the purpose of Adult Basic Education programs applicable to local situations.
- d. Become increasingly aware of the need to develop lines of communication to share this information on the local, state, and national levels.
- e. All the above presupposes that every coordinator, teacher, and administrator believes that the purpose of Adult Basic Education is to help people prepare for the "Real World" rather than improve one grade level in reading in X number of hours. Let us be accountable for all our objectives instead of only reading.
- f. Finally, concern for the individual must extend beyond the classroom to the home, job, and community and follow him after he graduates, cops out, or whatever he does in the "Real World."

In summary, we face the possibility of seeing private industry "cream" the top money from our programs on a set of limited objectives. We must find ways to list our objectives, measure growth toward them, and publicize our results. Private industry could never begin to compete on these grounds.

#### VOCATIONAL

Linkages with vocational programs offer the most exciting possibilities and at the same time pose one of the most perplexing problems that face Adult Basic Education programs today. The dream

is that linkages with vocational programs will make our programs more attractive to the hard-core disadvantaged; and the reality is that program objectives, funding procedures, and organizational rigidity make coordination difficult to accomplish. A further complication seems to be that Congress views Adult Basic Education as an economic measure designed to put the disadvantaged to work as soon as possible and seem to favor vocational education when funds are appropriated for the disadvantaged. Often prevocational Adult Basic Education courses are little more than orientation courses to the world of work and while valuable, offer little in terms of long range educational objectives.

I should like to describe one possible fruitful avenue of coordinated programming with vocational programs. I choose to call it the mini-school approach. This approach may be practical in prisons, area vocational schools, and in large Adult Basic Education day centers. Essentially, it involves team teaching where a vocational teacher, an Adult Basic Education teacher, and a part-time counselor are assigned to a group of from ten to twenty students. The team would in reality be a school where the group would be given a total program of vocational, academic, and counseling services culminating in job placement. Such a service would fulfill all the objectives of the Adult Basic Education program and be small enough to allow total service to the disadvantaged. An openended program would allow entry to the program when a vacancy exists and exit when a person possesses skills necessary for maintenance of employment. Our department has operated a similar program in a youthful offenders prison for a year with a great deal of initial success. Such a program is expensive, but not nearly as expensive as the alternatives of unemployment.

This notion may not prove fruitful. However, we all share the joint responsi-

bility for developing programs for the "Real World" of work, play, and community living. Adult Basic Education must develop lines of communication with vocational programs and, indeed, must develop fruitful linkages with vocational programs to survive.

#### PROGRAMMED LEARNING

Given a certain amount of academic freedom, I am using the term, Programmed Learning, in a different sense than usual. Reasonable synonyms might be individualized instruction, individual programs of instruction, prescribed learning, learning center prescriptions, and others you may name. In other words, each Adult Basic Education student should have the opportunity for initial diagnosis, individualized programs of instruction in terms of the diagnosis, and adequate counseling services along with periodic evaluations to assess the adequacy of the prescription.

At this point, the Adult Basic Education teacher will be, among other things, a learning facilitator with all the professional expertise required to diagnose and program learning. Hardware and programmed materials may be indicated for some, but they offer no panacea for the future. They may give the teacher the initial flexibility needed to implement individual programs. They may

become central in many programs such as learning centers, but their value will depend on their relevance for the individual and his learning prescription.

The professional Adult Basic Education teacher will have to be a materials specialist, a media specialist, a counselor, and a host of other things. She will be first, an adult educator, a professional teacher, and have the knowledge and ability to communicate with the disadvantaged. These are learned skills and in the next few years all Adult Basic Education teachers will have to have special certification to teach adults. A large part of the professionalization of the Adult Basic Education teacher will have, of necessity, to be in terms of a new discipline rather than a "retread" from elementary or secondary school.

In conclusion, I should like to repeat that I believe we are on the right track. The public schools, the state department of education, and now the state colleges and universities have joined together to improve the teaching of the disadvantaged adult. We have come a long way. Only fifteen years ago, Mary Wallace, on the West Coast, and about fifteen other teachers comprised the total AEA Section on literacy education for adults. Today, some 25,000 teachers over the nation are actively working in the field of adult basic education.



# IN-SERVICE TRAINING IN ADULT BASIC EDUCATION-RITUAL OR RESOLUTION?

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In-service training, like motherhood and apple pie, is popularly regarded as a good thing. Because of its popular acceptance, efforts intended to provide in-service training are given inadequate attention and tend to degenerate into rituals. Often, little is expected to result from such effort by either the participants or the planners; and accordingly, programs which are nominally in-service education continue to be held, usually at a considerable cost in terms of man hours diverted from the performance of primary tasks. The purpose of this article is to question existing practices of in-service education for professional personnel associated with adult basic education (ABE) programs and to report on a concept of in-service training which is being tested at the Doolittle Family Education Center in Chicago.

In-service training in adult basic education in Chicago and elsewhere is typically carried out by and within each institution involved. That is, teachers are usually brought together to talk with other teachers and to consider ways of improving the curriculum, teaching methods, and materials. Not infrequently, participants in such programs find it easy to agree that the biggest problem facing the adult basic education effort lies not in the areas over which the teachers have control. Instead the most important single limiting factor is felt to be the attitude and performance of the students or of allied professionals such as the public aid personnel whose clients are enrolled in the classes. Similarly when training sessions are held for professionals in

the public aid departments it is frequently the case that they believe the major factor limiting the effectiveness of the ABE program is attributable to the school system personnel, either in terms of teacher competence or attitude. So long as in-service training maintains the isolation of each professional group it is understandable that the causes of the difficulties will be seen as the result of the behavior of others.

In an effort to facilitate communications between the professionals in the Cook County Department of Public Aid (DPA) and the City of Chicago Public Schools as a means of improving the effectiveness of the program, a Joint Advisory Committee was established by the two agencies. This Joint Advisory Committee (JAC), which was established at the suggestion of the adult education faculty of the University of Chicago and with the encouragement and support of the personnel of the Office of the Superintendent of Public Instruction, has dealt with a number of problems of mutual concern. In the autumn of 1969, the JAC directed its attention to the apparent inadequacies of existing in-service training activities. At the invitation of the JAC the authors of this article developed a proposal for an experimental in-service training program.

The proposal which was revised and endorsed by the JAC was based on three explicit assumptions: (1) the most important problems limiting the effectiveness of the adult basic education program lie in the interrelationships among all persons involved in the programs; ac-

cordingly, no expert, local or of the imported variety, is prepared to offer the most effective solutions, (2) the most important problems limiting the effectiveness of the program are already known to the students, the teachers, and the counselors (both from the DPA and from the Work Incentive program (WIN), of the Department of Labor), but their perceptions are not congruent and no effective means had been developed to insure that effective communication would take place among the members of the various groups, and (3) the most important problems limiting the effectiveness of the adult basic education program are of genuine concern to all parties involved. Any inability to cope effectively with these problems in the past has not been the consequence of a lack of concern but rather is the result of a sense of frustration because of the absence of any viable mechanism to facilitate cooperative problem-solving across institutional jurisdictions.

Having accepted these assumptions, the JAC then faced the problem of determining what approach seemed most useful as a test of an in-service training program since Chicago's adult basic education program is conducted jointly by the public schools and the DPA at five day centers<sup>1</sup> and 12 evening schools. Because the concept of facilitating joint solving within natural operational groups required that all of the personnel from a given school work together it was decided to use the school as the experimental unit. Since the day centers operate on a more comprehensive basis involving students and staff full-time, it was decided to test the program in one of these day centers. Only if the experimental program proved to be successful would it be extended to the other day centers and to the evening schools.

It was recognized by the JAC that

it is a much simpler matter, organizationally, to conduct training programs by function; that is, to work at one time with the employees of the Board of Education, at another time with the WIN personnel, and at another time with the staff of the DPA. But if one assumes that all parties involved are competent and want to do the best job they can, and if the solution to the problems appears to be in facilitating the coordination and communication of the organizational structures in the accomplishment of mutually accepted objectives, then it seems essential that an inter-institutional rather than intra-institutional approach be followed.

After it had been agreed that a day center would be the experimental unit the next decision of the JAC involved the determination of who would be invited or permitted to participate. Although there was no disagreement expressed concerning the involvement of teachers, counselors and WIN representatives, there was no unanimity regarding the participation of administrators and the adult students. After extended discussion, it was unanimously agreed that a representative group of students equal in number to each of the professional groups be included. This decision to involve the students in cooperative program improvement efforts was seen among other reasons, as a way of securing information which could not be provided by the participating professional workers. In addition, the notion is one that has been strongly endorsed by Unesco.<sup>2</sup> It was agreed that administrators should not be included in the initial discussions of problems and solutions, because, despite their best intentions, their presence was believed to have a potentially restrictive influence on the freedom of expression of the participants because of the authority embodied in each admin-

<sup>1</sup>There are four main centers and one branch center.

<sup>2</sup>*Literacy 1967-1969, Progress Achieved in Literacy throughout the World* (Paris: Unesco, 1970), pp. 76-77.

istrator. At the same time, it was felt important that administrators be informed and involved at all appropriate places which were not limiting to the participatory nature of the program.

After these decisions had been made the JAC addressed the problem of implementation. A series of six one-day sessions meeting weekly or on some other schedule convenient to the participants was chosen to carry out the following general plan:

Day 1. The proposed experimental in-service training program would be presented to the personnel of the five day centers who would then vote as a group to decide whether or not they wished to volunteer as a group. The choice of the school to be involved was to be made from those who had volunteered on the basis of the relative interest shown and the balance of professional persons to be involved from each institutional group.

Day 2. The four groups (students, teachers, DPA and WIN personnel) within the experimental school would meet in four homogeneous groups to draw up a priority listing of problems from the perspective of their own group. These four lists of problems, each representing a different perspective, would be given to the members of all four groups before the third meeting.

Day 3. The four homogeneous groups would again meet separately, and considering both the problems they had identified and the three lists which had been generated by the other groups, refine and revise the list of problems and devise practical suggestions for solving each of the problems. As was the case following Day 2, the reports of each group's deliberations would be provided to each participant in all four groups before the fourth meeting.

Day 4. Representatives of each of the four groups would present their group's reports to the combined group and to administrators of all three agencies. Both the administrators and all of the partici-

pants would be able to ask questions of the group representatives to clarify their understanding of both the problems and the recommended solutions. The administrators would have the opportunity to provide any additional information which they believe the group might need and not already have in considering the four group reports and in arriving at a common listing of problems and solutions. Following this general session heterogeneous groups composed of equal numbers of persons from each of the four types of participants would be formed to develop a ranked listing of problems and solutions. The reports from these heterogeneous groups would be reproduced and distributed to all participants.

Day 5. The heterogeneous groups will make their reports to the total group including administrators. Working together the entire group, including the administrators, would arrive at a consensus on the priority ordering of the problems and the practical steps to be taken in solving them. At the end of the fifth session all of the participants would have a common understanding of who is to do what with regard to the resolution of each problem.

Day 6. After a period of approximately six months, during which time the participants would have had ample opportunity to attempt the steps to improve the program, a final meeting of the series would be held to evaluate the effectiveness of the problem-solving efforts and to arrive at recommendations regarding the experimental approach and its possible wider application. Data to be discussed at this session would have been collected by representatives of the University of Chicago acting in accordance with criteria which would have been designated by the participants. Comparisons will be made with the data available on the day center program prior to the beginning of the experimental program and with data obtained from another day center.

The first of the series of six meetings

has been held. Of the three schools which volunteered to participate in the program, the Doolittle Family Education Center has been chosen. The administrator of the Center, Robert Miller, has been working with the project staff in each step of the detailed planning. In addition, the implementation of the project has had the support of Herbert Herman, DPA, Herbert Lehmann, Chicago Public Schools, and Jerry Bradley, Office of the Superintendent of Public Instruction. The remaining meetings will be conducted beginning in late October.

Extensive planning and interagency cooperation have been essential in the planning and initiation of the experimental in-service training project. Raymond Carleton, chairman of the JAC, believes that this kind of joint effort involving months of planning is essential because of the complexity of the basic education program for welfare recipients and the unusual needs of the students. If the experimenter proves to be successful it will have far-reaching effects. The solutions to be developed will be highly specific and relevant to the day to day operation of the adult education program. Further, the approach promises to make maximum use of the insights and experiences of all those who have a continuing responsibility within the

education program. This experience in mutual problem solving efforts has the potential of affecting the knowledge, the skills, and even the attitudes of those who are involved. Because records of discussions and activity at each stage of the program will be maintained by the University representative and because administrators of all agencies involved, at the local and state levels, will be kept informed of progress and difficulties encountered in this experimental program, if it should prove to be successful it could be readily duplicated in other schools and in other communities.

The process of working together across institutional boundaries to date has demonstrated to all who are involved just how difficult it is to deal with the communication of information and intentions in a multi-institutional undertaking. It seems clear that all who are involved in the experimental program will develop a broader understanding of the perspectives of students, teachers, counselors and supporting staff regarding the operation of an adult basic education program.

Members of the JAC feel that the experimental in-service training project is certainly not just another ritual. It remains to be seen, however, whether it will in fact be a resolution.

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## FINANCING THE COMPREHENSIVE CENTER FOR ADULT BASIC EDUCATION

J. CLARK ESAREY, *Director, Adult Basic Education*  
Office of the Superintendent of Public Instruction

Since 1963, when Ray Page, Superintendent of Public Instruction, and Harold Swank, Director of the Illinois Department of Public Aid, established a Cooperative Agreement to provide a basic education and training program for welfare recipients, the program of adult basic education in the State of Illinois

has grown steadily in size and sophistication. During the intervening years, important items of state and federal legislation have been enacted, having the effect of extending the program in many new directions and making available additional sources of revenue. The people of this state can point with pride

to the fact that Illinois has in existence at this time the most sophisticated and comprehensive program of adult basic education in the nation. The kinds of services performed in local programs and the availability of revenues for adult basic education from various sources are unequaled by any other state program.

Most cherished among the adult basic education program accomplishments is the comprehensive center for adult basic education. These centers serve a wide variety of uneducated and undereducated clientele and involve monies received from a wide variety of sources.

There are many aspects to be considered prior to the establishment of an adult basic education program. When planning a comprehensive center for Adult Basic Education, the needs are brought more sharply into focus. In-depth cooperative planning sessions are necessary to determine the kinds of programs that are relevant to the community in which such a center is being established.

"As we examine the enormity of the illiteracy problem and the slow progress made across the land, it is easy to become overwhelmed, to see existing programs as small brooms seeking to sweep back a surging tide."<sup>1</sup>

"Our evaluation of current needs and attainable goals leads us to conclude that teaching the adult to read, write, speak well, and compute leads to:

- Getting a job or moving to a better job;
- Enhancing self-esteem;
- Increasing civic responsibility and participation in community, state, and national affairs;
- Active self-development through continuing education and further sharpening of job skills.

"The attainment of functional literacy is necessary to the attainment of

personal and national goals. Therefore, the Adult Basic Education Program plays a vital role in making our democratic society viable and rewarding to all of its members.

"In a sense, Adult Basic Education is a bootstrap operation which can affect generations: the ugly fact is that most illiterate parents tend to rear illiterate or functionally illiterate children; but the more education an adult has, the more likely he is to encourage and inspire his children to profit from education. Our experience in America clearly indicates that a step ahead for parents is likely to mean four or five steps ahead for the children—a great and rewarding increase in upward mobility."<sup>2</sup>

My specific purpose in this article is to take a look at some of the programs which could be included in a comprehensive center for Adult Basic Education in the State of Illinois. Many of these programs will be found in the individual adult centers located throughout the state. It is doubtful, however, that all of the programs described would be found in any one center.

Section 10-22.20 of *The School Code of Illinois* makes provision for an education and training program for welfare recipients who are selected and referred to programs of Adult Basic Education by the Illinois Department of Public Aid. This program includes Adult Basic Education at the beginning, intermediate, and advanced levels; GED or high school equivalency instruction; and occupational and vocational training areas. Preschool education programs can be established to work with children from age two to kindergarten level, so that parents and children may attend the same educational setting. Transportation is available to and from adult education classes when necessary. Recent legislation has extended the eligibility of individuals for this program to include certain persons judged

<sup>1</sup> *Second Annual Report of the National Ad-Comittee on Adult Basic Education* (Washington, August 1969), p. 2.

<sup>2</sup> *Ibid.*, p. 1.

by the Illinois Department of Public Aid to be potential and former welfare recipients. Additionally, persons receiving general assistance from local County Departments of Public Aid can be assigned to education and training programs with appropriate funding from that source.

The Adult Basic Education Act of 1966, Title III, Public Law 89-750, as amended by Public Law 91-230, provides funds for Adult Basic Education at the elementary level. The new legislation has extended this program through high school level instruction. The purpose of this program is to eliminate the inability of adults to read and write English and to substantially raise the general educational level of adults with a view of making them less likely to become dependent on others, of improving their ability to benefit from occupational and homemaking training, and otherwise increasing their opportunities for more productive and profitable employment, thus making them better able to meet their adult responsibilities. First priority is given to programs which provide for instruction in speaking, reading, or writing the English language for persons functioning at the fifth-grade level or below. Second priority is given to such programs for persons functioning at the fifth-through eighth-grade level of proficiency. It is anticipated that a third priority will be established which will include those people who function at a high school level of proficiency. Program grants may include special or demonstration project funds in limited amounts for research, experimentation, or demonstration purposes in the field of adult basic education.

The Work Incentive Program (WIN), Public Law 90-248, operates under a Co-operative Agreement between the Illinois Department of Labor and the Office of the Superintendent of Public Instruction to provide Adult Basic Education and occupational and vocational training. Under this program, certain eligible welfare

recipients are referred to the Department of Labor as enrollees in the Work Incentive Program. The Work Incentive personnel in the Department of Labor develop an employability plan which is placed into effect through the Office of the Superintendent of Public Instruction. The cost of such a program is paid by the Office of the Superintendent of Public Instruction which in turn submits a reimbursement request to the Illinois Department of Labor, Bureau of Employment Security. The program may include instruction in Adult Basic Education areas and occupational or vocational training in a public institution, private business school, or private vocational school. Supportive services are supplied for this program by personnel from the local Work Incentive offices. Child care arrangements for individuals enrolled in the WIN Program are available through the Illinois Department of Public Aid.

Under the provisions of Section 3-1 of the Adult Education Act of *The School Code of Illinois* (the Illinois Adult Education Act of 1967), reimbursement is provided for programs of elementary and high school credit which can be applied toward a diploma; programs of citizenship training and/or English as a second language; and programs of instruction in general educational development or high school equivalency. Reimbursement is available under Section 3-1 at the rate of \$5.25 per class hour of instruction as a partial reimbursement to cover the cost of conducting such a program. Under *The School Code of Illinois*, pupils less than 21 years of age and not high school graduates are eligible to be claimed under Section 18-8 when enrolled in this program. Districts operating approved adult education programs are eligible to include these pupils in the claimable section of their annual claim for state aid. In accordance with the provisions of Section 18-8, one-sixth day of attendance is allowable for every class hour attended pursuant to such enrollment.

Under the provisions of Public Law 89-564, reimbursement is available from the Office of the Superintendent of Public Instruction for programs of driver training for adults at the rate of \$5.25 per class hour of instruction. The two reimbursable adult driver education courses that are available at this time are the refresher course and the beginning driver course. This program operates under an agreement between the Illinois Department of Highways and the Office of the Superintendent of Public Instruction, Department of Safety Education and Department of Adult Education.

The current legislation affecting veterans' benefits provides for allowances for veterans who are attending high school completion programs at no loss of educational entitlement to the veteran. Veterans attending high school credit or GED classes could qualify for an allowance depending on the amount of time being spent pursuing high school completion courses. From this allowance, the veteran could pay a tuition to an adult center conducting a high school completion program. In order to qualify for this program, an adult center must apply for approval of its program with the Veterans' Approval Agency in the Office of the Superintendent of Public Instruction.

Persons not eligible to attend the center or persons not eligible for specific kinds of courses available at a comprehensive adult center may be charged a tuition to participate in the program. Under provisions of *The School Code of Illinois*, tuition may be charged to individuals enrolling in adult education pro-

grams. However, the amount of reimbursement received from all sources plus the tuition cannot exceed 100 per cent of the attributable costs of conducting the adult education program.

Among the unique services which one might find at a comprehensive center for Adult Basic Education is a placement service to assist enrollees in the adult program in locating employment. Full-time guidance personnel, skilled in the art of working with the disadvantaged adult, are available at all times. Learning laboratories and self-instruction centers are built into the program as a very integral part of the instruction method. Liaison workers are available in many centers to assist people who are referred from agency programs. The Public Aid liaison caseworker has become a very important asset to the successful adult education center. Personnel from the local Work Incentive programs are likewise available to work with referrals under that program.

Interagency cooperation and joint funding of programs have led to the successful establishment of the comprehensive adult basic education centers in the State of Illinois. These programs enable persons at the lower end of the economic scale, both young and old, to return to school and to receive training for gainful employment. Since 1963, hundreds of men and women have secured gainful employment and have earned a new feeling of self-respect, as well as strengthened the economy of their local communities.

The following chart will serve as a helpful guide to the programs described in this article:

## ADULT EDUCATION PROGRAMS — FISCAL YEAR 1971

| <i>Legislation</i>                                                     | <i>Purpose</i>                                                                                                                                                                                                                 | <i>Administering Agency</i>                                                                                                                                                                               | <i>FY 71 Appropriation</i>                                                                              |
|------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------|
| Section 3-1, Adult Education Act of <i>The School Code of Illinois</i> | Reimburse adult education—high school credit, elementary credit, Americanization, and GED                                                                                                                                      | Office of the Superintendent of Public Instruction, Department of General Adult Education                                                                                                                 | \$1,500,000<br>(\$5.25 per class hour of instruction)                                                   |
| Public Law 89-564, Highway Safety Act of 1966                          | Driver education for adults                                                                                                                                                                                                    | Office of the Superintendent of Public Instruction, Department of Safety Education and Department of General Adult Education                                                                              | \$210,200<br>(\$5.25 per class hour of instruction)                                                     |
| Title III, Public Law 89-750 and Public Law 91-230                     | Adult basic education for persons age 16 and over who function at grade eight and below                                                                                                                                        | Office of the Superintendent of Public Instruction, Department of Adult Basic Education                                                                                                                   | \$2,060,000<br>(estimated)                                                                              |
| Section 10-22.20 of <i>The School Code of Illinois</i>                 | Education and training for welfare recipients (including Special Training programs and programs for potential and former Public Aid recipients). Includes adult basic education, GED, and occupational and vocational training | Office of the Superintendent of Public Instruction, Department of Adult Basic Education with referrals from the Illinois Department of Public Aid                                                         | \$7,500,000                                                                                             |
| Public Law 90-248, Work Incentive Program (WIN)                        | Education and training for selected welfare recipients. (Includes adult basic education, GED, occupational and vocational training in public and private educational agencies)                                                 | Office of the Superintendent of Public Instruction under contract with the Illinois Department of Labor. (Referrals from the Department of Labor.) Operates in selected counties in the State of Illinois | \$1,600,000                                                                                             |
| Section 18-8 of <i>The School Code of Illinois</i>                     | General state aid for schools. (Applies only to students under age 21)                                                                                                                                                         | Office of the Superintendent of Public Instruction, Division of Finance and Statistics                                                                                                                    | 1/6 day of attendance per class hour of instruction.<br>(Operates from general state aid appropriation) |

# EDUCATION AND TRAINING FOR PUBLIC AID RECIPIENTS

HAROLD O. SWANK, *Director*  
Illinois Department of Public Aid

The Illinois Department of Public Aid (IDPA) is responsible, under the Public Aid Code as amended, for providing needy citizens with financial aid and services in meeting basic maintenance requirements for a "livelihood compatible with health and well-being. . . ."

Although its primary responsibility is financial, IDPA long has been an advocate for and provider of a wide range of services which enable mentally and physically competent adult recipients to become self-supporting. For those with mental or physical handicaps—the permanently and totally disabled, the blind, and the aged—the objective is and has been to make them more comfortable through emphasis on self-help and, if institutionalized, to emphasize that the institution be capable of purveying the individual services needed.

Providing rehabilitative services—or referring the recipient to an agency directly responsible for specialized services—has long been an important part of a case-worker's normal duties. Among IDPA's supportive services are education, training, counseling, and related actions.

## BASIS OF RECIPIENT EDUCATION AND TRAINING

Since July 1963, the Illinois Department of Public Aid and the Office of the Superintendent of Public Instruction have cooperated closely in programs to provide education—both basic and general educational development (GED)—and vocational training for able-bodied recipients of public assistance. IDPA has other cosponsors; but in the interval since July, 1963, the Office of the Superintendent of Public Instruction has been

the major co-sponsor of contractual services.

Contractual arrangements with the Office of the Superintendent of Public Instruction for education and training have their genesis in 1962 Amendments to the United States Social Security Act. Then in 1963, the Illinois Legislature alertly passed Senate Bill 1228—a bill which enabled Illinois to massively attack the basic causes of poverty—inadequate education and poor job skills.

Other bills, such as Illinois House Bills 1161 and 1162 which amended the Illinois School Code to expand services, provided needed refinements. Important additions were child care facilities for preschool children of recipient trainees plus transportation, thus freeing mothers and fathers to work or to train for work. Refinements continued to be made. There emerged the concept of full-time day centers of adult education, tailored to the needs of unemployed, able-bodied recipients. Today there are 14 of these area centers—four in Chicago and one each in East St. Louis, Eldorado, Cairo, Danville, Decatur, Peoria, Mattoon, Rockford, and Venice. A new center is soon to be added in Champaign.

Foresight in the need for education and training kept Illinois' public aid rolls in a declining trend in the early and middle 1960s—despite increases nationally, particularly among the other most populous states. Then, Illinois rolls began a sustained climb in mid-1967 and currently have reached their highest peaks since the Great Depression era. However, Illinois' rate of increase has been below the most populous states.

ADC adults in training during the past seven Januarys numbered 10,800 in 1964,

11,000 in 1965, 9,600 in 1966, 7,600 in 1967, 8,000 in 1968, 6,100 in 1969, and 7,400 in January 1970 (1970 figure includes 1,450 WIN participants). By August 1970, WIN participants had increased to 3,100.

The 1967 Federal Social Security Amendments assigned to the Department of Labor the responsibility for an intensified Work Incentive program, popularly known as WIN. Principal provisions are job placement and training for recipients in Aid to Dependent Children (ADC) families, including ADC-Unemployed fathers' cases.

### WORK INCENTIVE (WIN)

Administered by the Illinois Employment Service, WIN got underway in October, 1968. Previous arrangements with the Office of the Superintendent of Public Instruction, the Division of Vocational Rehabilitation, private agencies, etc., have continued.

WIN commenced operations on a small scale but has gained momentum. It began operations in Cook, Peoria, St. Clair, and Madison counties. Later, WIN extended to Alexander, Massac, Pulaski, Tazewell, and Macon counties. For Fiscal Year 1971 "target" counties include Sangamon, Jackson, Williamson, Franklin, Winnebago, Rock Island, Champaign, Vermilion, Will, Lake, and Kankakee, the effective dates hinging on the hiring of labor staff. Also, the program is being accelerated in Cook and St. Clair counties.

WIN encompasses a wide range of activities similar to those offered by the office of the Superintendent of Public Instruction and other co-sponsors of programs to rehabilitate recipients. Activities include program and job orientation, along with basic aptitude and interest testing, in-depth interviewing, and analysis of previous work history. These and other factors determine the direction of individual schooling, training, and job

placement.

Education contracted through the Office of the Superintendent of Public Instruction and other sponsors includes basic, remedial, and general education development (GED) and leads to a high school equivalency certificate. Vocational training is tailored to aptitude and the availability of jobs. Job placement and systematic follow-up are the ultimate goals.

Work and training programs—under whatever auspice—are aimed at developing good work habits and job skills, thereby increasing the employability of recipients. These goals may be achieved through constructive work experience, either by acquiring sufficient adult education and training or by becoming gainfully employed.

For some persons already possessing job skills, finding a job or improving work skills may be the answer. Others require extensive training which duplicates, insofar as possible, the actual skills required in jobs known to be or about to be in demand in the area labor market. Sometimes the solution is in the willingness and/or feasibility of a skilled recipient to relocate to another geographical area where his job skill is in demand or is about to be in demand.

### POTENTIAL FOR SELF-SUPPORT

When discussing training programs for public aid recipients, it becomes necessary to discuss recipients in terms of their potential for work or training programs. The average concerned citizen will be surprised to learn that despite the high number of people on public aid, those with potential for self-support or training for self-support are proportionately not large. Also, many have not fully weighed the fact that a recipient of public assistance has suffered failures in society prior to and quite outside the control of Public Aid. Among these are: dropping out of school before acquiring the edu-

cation and job skills necessary to support self or family; early marriage with little prospects of supporting a family; desertion of fathers; unmarried parenthood; physical and mental disability; infirmities of old age plus the inability during working days to acquire sufficient income and assets for old age; and disability from accidents or crippling diseases.

Consider the public aid rolls of August, 1970, when there was a total of 666,282 recipients. Consider this large number of persons in terms of realistic potential for self-support. Some 42,381 persons were classified as "totally and permanently disabled," 1,650 were blind and 54,776 were aged, the last named having a median age of 78+. Many of the aged are so infirm that they must reside in nursing homes or other group care facilities. The Aid to Dependent Children program numbered 426,780, of whom about 325,000 were children, perhaps 40 per cent being under age six years. There were about 5,600 fathers with potential to work. The remaining families were nearly all headed by mothers, their average age being about 39 years. Some 69,299 persons earned enough for basic living and needed help only with medical bills. They were already working or had income/assets in excess of IDPA's grant standards. And, finally, there were 91,396 on local General Assistance, as they are ineligible for federal-state programs.

Thus, the overall rate of potential for employment is not high among the older blind, the permanently and totally disabled, and the ADC children (their potential is long-ranged and based on adequate education and job skills). Left are the relatively few ADC fathers and some 50,000 ADC mothers. And, tied to work and training for mothers is the availability of child care.

#### WIN IN ACTION

Basic eligibility for WIN are ADC and ADCU recipients aged 16 years or

older, except; 1) those who are ill, incapacitated or aged, or are so geographically removed as to preclude commuting on a daily basis, 2) children attending school full-time, 3) persons needed at home on a continuous basis because of incapacity of another member of the household, and 4) persons needed at home because of the lack of child care.

General referral priorities are ADC-U fathers, youths 16 years of age who are not full-time students, and then mothers and others deemed appropriate for referral by the county department of public aid. Specific priorities are: 1) recipients ready and able to work are referred to available jobs or on-the-job training; 2) those needing job training are referred to institutional or work-experience training; and 3) there is a future provision wherein those incapable of, or unsuitable for, regular jobs or training are referred to special work projects.

Enrollees in training receive \$50 a month. This incentive is disregarded in determining the need for assistance. Also, county departments of public aid authorize allowances for transportation, lunches, and other expenses when the plans of the enrollees indicate.

Persons referred to WIN must have a current physical examination. Since ADC-U fathers must be referred to WIN within 30 days, a physical examination is part of their initial processing.

Persons referred to WIN are so notified in writing—and are also instructed of their right to a fair hearing concerning the appropriateness of the referral. They are also notified of any change in the amount or form of assistance, including possible discontinuance, and their right to a fair hearing regarding same.

Although ADC mothers comprise the largest group with potential for training or employment, child care is an ever-present problem to surmount. The age of the children is also a factor. Child care may be in the child's home, or out-of-home care in a facility licensed by

the Department of Children and Family Services, or in a relative's home. For this reason, personnel of the departments of Labor, Public Aid, Children and Family Services, and Public Health jointly survey specific counties before WIN is extended to them. Day care facilities operated as part of a school system are exempted from licensure.

#### SERVICES FOR FORMER AND POTENTIAL RECIPIENTS

One education and training program, co-sponsored with the Office of the Superintendent of Public Instruction, is particularly innovative as to warrant special mention. It is a demonstration project, preventive in nature, operating in Adams, Alexander, Cook, Effingham, Madison, Massac, Pulaski, and St. Clair counties only. Approved by the federal government, the demonstration project extends educational and vocational training services to former and potential recipients of public assistance who meet the eligibility standards of "categorical relatedness" and income/assets of the Medicaid (no grant) program.

All the demonstration counties, except Adams, are served by on-going area adult education centers, staffed and equipped to include day child care facilities. Also, other business or vocational schools are used as required.

Former and potential recipients are "persons whose current social, economic or health conditions indicate that with-

out education and training services they likely will need financial assistance within one year, under either Aid to Dependent Children or Assistance to the Aged, Blind, or Disabled."

The net income standard of eligibility is \$150 monthly for a single person plus \$50 monthly for each additional family member. The liquid asset standard for one- and two-person families is \$400 and \$600 respectively, increased by \$100 per person per month for families larger than two.

The Office of the Superintendent of Public Instruction recruits for the required education and training programs from a variety of sources. County departments of public aid determine eligibility for participation in the project and refer candidates for participation. And the Office of the Superintendent of Public Instruction provides, in addition to education and training, for job placement and follow-up services in consonance with Public Aid staff.

Candidates for the preventive program are located in several ways. Former recipients can be identified in records of discontinued public aid cases. Potential candidates may be found among those who have received or are receiving Medicaid only, or are participants of the Food Stamp program. Others are referred from other state and private agencies.

The objective is to bolster the self-support capabilities of individuals and families before they are reduced to financial need at the public assistance level.



# THE CHANGING ROLE OF ADULT EDUCATION IN ILLINOIS CORRECTIONAL INSTITUTIONS

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Continuing adult education has for a long time been a part of the overall prison program in Illinois. Although its role has varied from a scanty beginning to an increasingly important one, whereby an inmate is able to complete three years of college, it has never enjoyed a prominent position in the total treatment of prisoners.

Historically, prisons have been regarded as places of detention designed to punish the offender and to serve as a deterrent to further criminal activity. With some 7,000 prisoners housed in Illinois' four maximum security institutions, security and custody were considered top priority.

Recognizing the value of education is not new to prisons. As early as the turn of the century, according to former Stateville Warden Frank J. Pate, ABC's were taught to illiterates by learned inmates in cellhouse galleries after the work day. This, perhaps, was the beginning of adult education in Illinois prisons, for a gradual succession of school programs and vocational training were introduced.

While education in Illinois State Penitentiaries was relegated to a subservient role due to lack of finances, efforts were made to bolster and improve the program. (Educational programs have developed somewhat independently from institution to institution, but the general structure is similar). Positions for a superintendent of education and some staff, all certified, were established at each institution. The staff was responsible for administering the educational needs at the various grade levels. The bulk of the

teaching was carried on by inmate teachers.

In order to help the inmate teachers become more proficient, workshops and in-service training were added. During the summer of 1969, Northern Illinois University offered, by extension, Guidance to Learning Activities for Elementary and Secondary Teachers for inmate instructors at Stateville.<sup>1</sup> Educational programs include basic education, high school or G.E.D., and college.

Upgrading of Adult Basic Education continued through the efforts of the Office of Superintendent of Public Instruction. Financial support to add up-to-date materials and equipment, as well as the expertise of his staff, were largely the result of the aid. At Pontiac, the Adult Basic Education program is administered by the local high school district, with certified teachers giving evening instruction.

Still, with the increased emphasis on education, programs did not approach fully the needs of the inmate. One has only to look at the startling statistics to realize that new efforts must be made with regard to the inmate; that punishment and confinement alone do not work.

Approximately 35 per cent of the inmate population is classified as functionally illiterate and, further, most inmates lack work skills which would result in steady employment. Still others have dropped out of high school so that very few, 1 in 30, have earned a diploma.

<sup>1</sup> Joseph E. Clettenberg and Hal D. Funk, "The Education of Teachers Who Teach Prison Inmates." *The New Campus* 23-17-18, Spring, 1970.

Considering these facts, we can suppose that the correlation between the rate of crime and the lack of education is high; therefore, meaningful education and vocational experiences would reduce recidivism.

Job opportunities are scarce for those with little education and few, if any, work skills. Just as there is an awareness to retrain and educate today's adult as reflected in the adult education movement, corrections must be geared to meet the needs of the ex-offender who has practically no chance to succeed in the community.

The need for improved correctional programs has never been more apparent than it is today. The State of Illinois has recognized this need and has responded by creating the Department of Corrections which became effective January 1, 1970. Under the leadership of Peter B. Bensinger, a positive plan of action was put into effect in which adult education, for the first time, will play a vital and integral part.

Coordination of educational programs is the responsibility of the Office of Education and Vocational Programs. Priority projects include the development of the Adult Learning Center concept which will provide for the learning needs of each inmate. Certified teachers have been added to the staff and will, along with inmate teacher aides, provide individualized instruction in basic education.

Vocational and technical training are also at the top of the priority list. Involvement of the community colleges in assisting program development has been successful. They are ideally suited to meet the needs of correctional education.

An initial program is underway at Dwight Reformatory for Women where secretarial training is offered by Joliet Junior College. Lake Land College is working presently in close cooperation with Vandalia where several programs are scheduled to begin. Manpower Development Training Programs are in effect at Vienna, a minimum security institution.

Continuing education in the Adult Division will be an essential ingredient in preparing an inmate for his eventual return to society. Complemented by counseling services, research and staff development, education and training can be effective.

No program can be complete without *community involvement* and public awareness. Cooperation of unions and industry, colleges and adult educators, along with the general public, is necessary in order to succeed in this major task.

The Department of Corrections is committed to "pioneer a New Corrections" and to present to the people of the State of Illinois a "program of effective correctional rehabilitation."<sup>2</sup>

<sup>2</sup> Illinois Department of Corrections, Adult Division, *A Preliminary Draft of the Five Year Plan*, July 1970.



## CONCLUSIONS MUST BE BEGINNINGS

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It looks like you feel rather comfortable. Most of us feel comfortable in a seminar with people of like minds. By being at a conference for four days you probably are more of a like mind now than you were when you came (perhaps a bit of brainwashing). However, don't be fooled into thinking that the folks back home think and feel about everything the way you do. Do a little special thinking about those who are running things—whether it be city hall, the city council, the village boards, the school boards, or the church boards. Also you ought to include in your thoughts all those good middle class folks down the street from you. They may not think as you think.

You've had the experience of discussion and planning and projecting with people of a like mind and with those who have somewhat the same objectives. Many of your friends, neighbors, and power-structure colleagues want to keep things *as they think they are*. There is a difference in perception of the way you look at things after being involved in special projects, after being involved in adult basic education, and after being involved with those who may not have the opportunities that a standard middle class person has. You have a perception that has been developing over that month or year that you've held your present job. Your work with those who are disadvantaged or who have limited literacy has given you a close observation of some of the warmest, friendliest, and gentlest people that you have in Illinois. The power structure on the other hand has often had to view the same people not in the closeness that you have viewed them. They have normally viewed them across

that cold bureaucratic chasm that exists between the bureaucracy and the individual in transferring welfare checks, and providing ADC, food stamps, or even school lunch programs. I've had experiences on a school board where free lunches were often requested and had to be acted upon. There are good, solid, kind, middle-class people who raise the nastiest questions when Mrs. Jones asks for free lunch for her kids. After all somebody knows that Mrs. Jones did this, did that, didn't do this, or didn't do that. So the kids get the evil eye, all in relation to standards that are held as holy—good old, middle class standards!

Your job on returning to your project and your positions, your administrative, supervisory, or teaching roles, is to put to use, in as practical a way as you can, those things which you have learned at this seminar. These may be ideas that you haven't shared with others when you were working on project proposals, ideas that you kept inside, thinking that they weren't worth telling anyone else. Pull some of them out when you get back and try them; put ideas on the firing line and to the test; try new ways of organizing, and you will move further toward the objectives of your program. All of us who are related to adult basic education have a responsibility to bring the establishment to a better understanding of the segments of society with which we are working. We need to help them feel comfortable with the culturally distinct.

Coming to the end of your conference as I have done, it would be foolish to try to summarize what has been said, shown, and is coming out in your reports. I think you can draw your own conclusions. I'm assuming that you are com-

mitted as individuals to certain societal goals and that you as individuals have learned everything possible to take home and use. Now, rather than summarizing I'm going to talk about the attitudes toward the job to be done. This isn't what I had originally planned on doing when I had my first contact with Mr. Lape about this conference. I was going to fish out your conclusions to date and summarize. I decided not to when in a later phone conversation we talked about the conclusions and the dangers of conclusions in a conference of this type. There is danger in thinking we have reached the point where we can go home and relax. In this kind of a conference when you reach a conclusion you reach only the beginning, if you stop you're the Adult Basic Education backslider. We do have backsliders in adult education, and I didn't want any here and neither did Mr. Lape. Conclusions are beginnings, and from this stance I am going to talk about attitudes. I'm going to think out loud in attitudinal terms—put quotes around them if you wish. That way I'll internalize them for me—and you think about how they sound for you. Take an attitude like this:

"I can't really give or hand things to my clients (maybe client is a cold word) to my people, but I must provide the setting where they will become motivated and reach out with their own hand." There is a lot to be said in the writings of Carl Rogers on this. Rogers, working with groups, of all kinds became convinced that he never taught anyone anything. He was especially concerned about the lecture. I doubt that he'd agree to give a closing speech at a conference of this type. He would much prefer to sit at one of the tables and see if the setting could be developed in which you would strive, create, and develop something on your own. And this is the attitude that I'm suggesting is helpful to those of us concerned with adult basic education and

with other than middle class adults. "I can't really give or hand things to my people but I must provide the setting where they will become motivated and reach out with their own hands." This is what the adult basic education teacher is trying to establish in terms of an atmosphere for learning.

Here's another little attitude that I will put in quotes for myself and for you. This also relates to the setting.

"Being motivated myself is not the answer (just because I want to do good is not the answer) but it helps me to strive to provide the setting where adults can be motivated." It gives you a start, but it isn't the whole answer. Just because you feel you know you want to do the best you possibly can, in itself, isn't enough. But, it may get you to do things. Again, that kind of a conclusion is a beginning. It gives you the first step to try to develop that situation in which those hands can reach out—not to you—but reach out to learn. We need to keep this in mind when we are working with adults. It would be easy for you to become the crutch used by the adult. We don't really want that, although there are short periods in adult basic education when you need to provide your shoulder to lean on. But when you do, it should lead to growth so that person can develop intellectually, emotionally, and culturally in terms of his family relationship, his orientation to jobs, and his personal goals.

Another attitude: "I don't want to be liked and accepted by my middle class peers just because the work I do through their taxes allows them to wash their hands of the disadvantaged." Some people feel good that you are doing what you are doing because then they don't have to do it. I want to be liked and accepted by the disadvantaged because I help lift their spirit, because through my encouragement, participation in organizations, special programs, and activities I help lead them to a more positive way through

life. Oh, sure it makes you feel good, too; but that isn't the objective. The objective is for the others.

Let's try another attitude on for size. "These are kind and gentle people who don't have to become like me to have full and rich lives. They don't have to become like us; but if they want to make changes in their lives, no door will be closed by me." You know you don't want to make little mirror images of yourself, but neither do you want to close the door to the changes that are likely to occur if you are sensitive enough and sensible enough to provide the setting in which doors are opened, through which opportunities are viewed, and by which a wealth of experience is provided. We should be opening doors not closing doors. I suppose we ought to recognize and be frightened a little bit by the participants' desire to emulate their teachers. Adult Basic Education leaders are going to make changes in people; and if teachers are going to make changes, then we really better be very, very careful that we are not channelling the changes down a very narrow line where there are no choices. In a very real sense a teacher and a project can close the door tighter than it already is for some of those with whom we work. I am suggesting that we accept the fact that we are involved in changing people. Let us open the doors to changes so that there are opportunities for new and broader experiences.

Another kind of an attitude: "I am not so sure that our middle class worship of work is realistic in the United States today, perhaps we ought to be seriously thinking of leading the good life with work in a secondary role." Every once in a while this attitude comes back to me. I remember writing an article in 1963, published in 1964. I was concerned about the same things then. The unemployment in 1963 had risen to 5.2 per cent. By the time the article was pub-

lished it was down to 4.5 per cent and didn't make as much sense. I've been waiting for it to again get above 5 per cent and now it has. I just wonder if the time isn't coming when we should reexamine our work ethic. Those who need to reexamine it the most are the people in the professions who tend to work more, as the laboring man works less. It may be that we need twice as many professionals working half the amount of time. One of my colleagues at the University of Wisconsin, Phil Perrone, goes much further on this than I do. I always tend to caution my remarks on the work ethic by thinking of automation and all the predictions that have been made that we will have no labor force after things are automated, but every time something is automated it seems as if new jobs occur. Normally the new jobs are at higher levels which is washing out some of the people with low level positions and leaving them unemployed. Phil Perrone was recently talking to employment directors, and he was saying some things which caused me to prick up my ears; it may do the same for you. I don't know if he is right, but let me share some of his comments with you. Perrone told the group that rebelling students no longer see education as a vehicle into the world of work, and that the Judeo-Christian ethic is quickly becoming irrelevant in present society. He is saying that maybe the students are seeing things faster than we see them. He goes on to say that it is soon going to become impossible for everyone to work. In 20 years, 2 per cent of the population will be able to produce all of the goods for the other 98 per cent. If it is indeed as soon as 20 years, then you know we are going to change some of our attitudes that we've held since the time of the Puritans and before. He went on to say that unless the concept of work is soon changed those who recognize the drastic need for change will revolt. He pointed

out that recent demands by labor unions for guaranteed wages, shorter hours, longer vacations, and earlier retirements are picking away at this, and piece by piece they're recognizing the fault in the work ethic far faster than those of us who are in professional education, and far faster than those in employment services. These views say much about the significance of work in our society as the young people see it.

A quotation from Perrone — "Yet, we're still telling students that education equals work equals significance." In fact, I think one of the dangers that we have all been skirting in adult basic education is leading those who are involved in the early Adult Basic Education program and in the GED program to believe that education equals a job. Now I want to pull back enough to say that it is very desirable to move from education to job but I suggest that we be very sure we know what we are talking about. We know of cases in our programs where education did not lead to a job but only to a new and lower level of frustration. Perrone said that it is not going to be easy to give up the education — work ethic; we can't continue to have people come out of the ghetto and promise them that education will lead to work which will lead to significance, because it isn't always true anymore. Now his prediction is that unemployment is going to rise steadily if we keep to the working hours that we are accustomed. He said that he envisions the day when people will be drafted to work, as is done in the present military system. We'll have to learn to live without work, but for those who need to work, there will be a draft system.

Let's try another attitude. "If there's one person who wants to learn, I'll provide the setting for that learning and fight the establishment to make it happen." One soul that wants to learn—I'll get on the log with him even if state departments of education or some board

says you have to have five people in a class. Maybe you don't have any rules like that in Illinois — or do you?

Here is another attitude — internalizing. Think of yourself saying this: "I may think I know what Adult Basic Education students need, but in starting a program my perception will be in second place. The students' perception of their own needs come first." This is an attitude — this is not a fact. It is too easy to move to the other side of the coin, and we often do. I was involved in a discussion this morning with 19 concerned persons in Adult Basic Education and there was a very interesting confrontation in terms of where you really start. On the one hand you verbalize starting where the students are, on the other hand you have your own biases. Each one of us tends to say that the students' idea is fine but first we must do it our way. We had one teacher who said you don't leave a chapter out of the book for the Adult Basic Education student because the textbook writers planned to put it in there in a specially prepared sequence and scope. I'm a consultant for published materials in Adult Basic Education and the authors I deal with and the authors I have read from other companies rarely build their materials in such a way that you can't leave parts of them out. As a matter of fact, I'm of the opinion that unless you leave something out for your particular group or your particular individuals or because of your own particular peculiarity you can't really have an effective program. This old business of fluidity in our programs with the disadvantaged requires a movement rather than the tight structure. Have you ever heard of behavioral objectives in adult basic education? Surely you have. You hear of these great behavioral objectives — wind them up, tighten them down, stomp on them, tie wires around them, pinch them tight so that you really can't get out of bounds! There is a lot of danger in that. You

have to be fluid, you have to be willing to adjust with both the materials and the use. Again this is an attitude about Adult Basic Education programs. We don't really have all the research to prove what I've said — nor what the "taxonomycrats" say.

How about another attitude; I only have a couple of them left.

"I won't make promises I can't fulfill." I think all of us have made mistakes in working with disadvantaged and other students in which we get ourselves in a trap. Somehow you are led to say that certain outcomes will be reached. It would be nice if they could be reached, but again we have to remember the roadblocks, the bottlenecks in the materials, in the students, and in the teachers. I think sometimes we get caught in some very dangerous promises that we can't fulfill. For example, promise that if you pass the GED test you'll be able to get a job. This kind of publicity has actually been put down in black on white in some programs, and we know you can't always produce a job on the basis of a passed GED test. We shouldn't go without setting long term as well as short term goals but a goal is far different than a promise and in terms of our relationship with adults we need to keep this in mind.

The last attitude is something that isn't in my notes at all. Can you hear yourself say, "Adult Basic Education students know more about some things than do I—and some of the things they know about are things I ought to know about."

If you have a closed system of instruction, it is unlikely that you will learn anything from your students. If you have an open system of instruction, it is likely that not only will you learn something from your students, but they will learn more from you. I listened to a lecture at our own conference in Madison, Wisconsin last evening given by Jim McDonald from the Milwaukee campus. He was talking about six strategies in teach-

ing and a model for strategies in teaching. He identified three strategies that are closed, meaning that you had better have the answers, you learn this — this is it! He also identified three strategies that are open, meaning that students and teachers can both learn. Let me review them quickly and I believe you will grasp them on the basis of your experience in this conference. He called them games, rather than instruction. This I thought was very interesting. He called each a strategy in teaching or a game in teaching. The first was the information-giving game. The information-giving game is a closed system. Here it is, and this better be it! The second mastery game is what you get with the multiplication tables in both Adult Basic Education and in regular elementary and secondary schools. There are places for information giving games; there are places for mastery games. As an example, it may well be that a mastery game to learn the multiplication tables is perfectly all right. A mastery game in junior high school shop in terms of handling machines of a particular type should lead to the point where the student will not make mistakes even if he doesn't think. It is automatic. Though there are places for mastery games, it is still a closed system. He then suggested that the third problem solving game is also a closed system. I had to think twice on this. I believe many of us were ready to stand up and disagree. But he went on and explained that there is something beyond problem solving that is an open system. Problem solving as it is normally identified puts the group in a situation where they will come up with only the right answer; and if they don't come up with the right answer, they don't solve the problem. If they have to come with the right answer, it is a closed system. And you don't learn much from that.

He went to the open systems and noted the differences. First, there is what he calls the discovery or inferiority game.

This is the type of problem in which

you are not sure that there are answers. You, as the teacher, are also searching for the answer but as a teacher you know some of the ways to get at answers and when you are dealing with an open system you are probably more concerned with process than you are with content. You are concerned with something that is longer lasting. Now please don't over interpret what I'm suggesting. There is a place for closed systems, but the open system has many special opportunities that we sometimes overlook.

The next one is what he called the dialogue game and he gave a beautiful example of this with his experience in the English schools. He said that his colleagues in the English schools, where he was teaching, had trouble with his overemphasis on structure in discussion. He tried to organize and tighten up. They in contrast believed that students "muck around" a bit. He was told that he just didn't know how to "muck around" in the classroom. They were telling him to "play it loose" — "explore," "free wheel," and "don't always start your class with a preconceived notion and end with a preconceived conclusion." It was McDonald's conclusion that the dialogue game in the English schools was part of an open system. The final strategy in the open system was the clarification game. The clarification game is very personal. It is a feeling. He suggested that it is time we stand up and say openly that some things shouldn't be measured by tests.

Among the six strategies three are closed and three are open. Most of our teaching tends to be within the three closed games. I would suggest, along with McDonald, that we try to integrate more openness into our strategies of instruction.

The final item I feel obligated to mention relates to a commitment. It too, is an attitude. It is the commitment on your part to be a liaison and a catalyst among those in adult education. You need

the commitment to be a vehicle of communication between the establishment and the disadvantaged. By your position, you become a type of buffer. Your position gives you many opportunities that others in other positions do not have. This liaison work needs doing now. To be this kind of a person demands flexibility. It demands the kind of person with the attitudes that I expressed earlier. With these attitudes and a commitment you will get into a jam now and then; but when you do, I expect, you'll have the spirit to build the needed bridges to get out of it. No one is in a better position to build bridges than those on adult basic education projects who have some contact with students. Now, maybe the contact of the administrator with students sometimes gets a little rarified, but I would hope that administrators in Adult Basic Education really know what is going on. Unless they have contact with the students, they won't know. I know they have more contact with the students than school administrators and high school principals and certainly more than college professors.

Any conclusions to my presentation must be yours, not mine. Are you concerned about the disadvantaged? Are you concerned about the callousness of the middle class, about the coldness of our bureaucracy, or about the opportunities that are needed for people of limited means? If you are concerned you will try to make changes.

Your conclusions to these questions are but a beginning to successful projects. In adult education, conclusions must be beginnings. If you are concerned about the disadvantaged, if you are concerned about some of the coldness of the bureaucracy, if you are concerned about building more opportunities for people with limited means, then do something solid when you get home. If you are not concerned, there is only one thing to do and that is to resign.

## Feature Articles

# TEACHER TRAINING WHERE THE ACTION IS: AN EVALUATION

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### *The Project*

Sixty liberal arts college graduates entered the educational arena last month after receiving preparation under a unique one-year project sponsored by the Office of the Educational Service Region of Cook County and the Chicago Consortium of Colleges and Universities. These sixty individuals, mostly women and mostly mothers, came from suburban Cook County. They were selected for the project on the basis of their interest in early childhood education, their background, and their willingness to teach in county schools that are unable to hire enough qualified personnel. At the end of this federally-funded Educational Professions Development Act (EPDA) project, these trainees become eligible for certification and employment in Cook County schools.

The project was unique in that it was conducted not in the traditional teacher preparation institutions but at a north and south center school district in an elementary classroom situation in the county; it involved the local school districts' resources and personnel; and it utilized college and university faculty who were willing to go out "into the field" to teach. Another unique feature of this teacher preparation was the placement of the

trainees. From the inception of the project, the trainees were assigned to a classroom situation where they interned under the auspices of a supervising classroom teacher and a college supervisor. Courses were taken concomitantly with the classroom experience and total involvement with the children and the school was constantly stressed and encouraged.

During the first semester, the trainees interned half a day in the elementary classroom and took a seminar and courses the other half day. These courses consisted of Communication Arts, Child Development, Primary Methods, Art or Music Methods, and Modern Mathematics. During the second semester the trainees externed full time with a local school district while they completed the course requirements for certification in the evenings or on Saturdays.

Twelve goals were formulated for the project by the EPDA administration and staff. These goals supplemented the more general goals of the project proposal and served to guide the various phases of the training project as well as develop the instructional objectives. Furthermore, these goals were used as the basis for the project evaluation that con-

tinued throughout the training period, September, 1969 to June, 1970. These twelve goals were:

1. To administer some control at the local level over the kind of person who enters the teaching profession;
2. To save the noneducator introduced to the school system from the ordinary biases of the professionally trained educator;
3. To provide methods and theory courses concomitantly with student teaching;
4. To select good training situations where what is being taught in the college classroom is also being demonstrated and implemented in the training classroom;
5. To encourage and attract highly motivated people into education who would otherwise not be available;
6. To provide an educator leadership pool;
7. To examine the value of in-service training;
8. To examine the importance of the local school in the training of teachers;
9. To change the presentation of course material;
10. To provide for transfer of theory into practice;
11. To insure involvement — local people in a local setting; and
12. To create a more compatible relationship between the trainee and the cooperating teacher.

### *The Evaluation*

At the end of the project year, four major conclusions resulted from the evaluation of the Cook County EPDA Teacher Training Project:

1. It is possible to train teachers in a local school setting with the use of local resources.

2. The arrangement between the Chicago Consortium of Colleges and Universities and the local school districts produced a quality program.
3. Many bright, liberal arts college graduates have entered the teaching profession.
4. The Chicago Consortium of Colleges and Universities will continue to support local teacher training intern programs.

These conclusions were based on the results obtained from observations, tests, inventories, interviews, questionnaires, rating forms, and incidental and anecdotal records. These evaluation instruments, more specifically, supported the project by identifying certain strengths that the project possessed:

1. The trainees considered the internship the most valuable activity of the project, and this internship and involvement came immediately in the project.
2. The school district superintendents involved in the training project were pleased over the quality of the trainees and the experience they and their staff gained through active participation in teacher preparation.
3. The trainees with their noneducational backgrounds caused important questions to be raised about the educational environment.
4. The students of the trainees benefited from the internship; they were exposed to new talent and new experiences.
5. Most of the trainees have received positions, if not on a full-time basis, at least as substitute or part-time teachers.
6. The program was ninety-five per cent effective in the retention of trainees.
7. Course work became relevant be-

cause the trainees sought immediate answers to the problems that existed in their classrooms.

On the other hand, the evaluation did locate weaknesses in the project:

1. The south center trainees lost some of their original pupil oriented attitude during the course of the project.
2. Poor communication between the EPDA administrators and the local district was evident.
3. Planning sessions involving personnel in the project were lacking. Course content was sometimes repetitious and supervising teachers did not know what was expected of them, or what to expect of the trainees.
4. Future placement problems caused anxiety among some of the trainees.
5. Greater course intensity was frowned upon by the trainees.
6. EPDA administrators and staff did not exemplify the ideal teacher model for some of the trainees.
7. A number of instructional objectives of the project were not achieved.
8. The trainees were not able to remain near their residences when accepting a teaching position.

The trainees felt the internship was the most valuable curriculum component in helping them meet stated objectives, and the supervising teacher was the most valuable faculty and staff component. They did not consider theory or the course instructors as important because they were convinced that the best way to learn about teaching was *to teach* children. Moreover, they stated that they had learned enough in the role of mother, PTA member, or other community membership to function adequately in the classroom. Experience, instinct, and judgment had already helped them achieve on their own the objectives of

the project, and they did not gain points of view in the classes that they had not already possessed.

Yet, while expressing dissatisfaction over the classes and the course work, the trainees stated that they would not have the time to go into the subject matter with any greater depth.

The south center trainees lost some of their pupil-orientation during the project, becoming more structured and classroom management oriented. But perhaps the attitude expressed in the interviews explains this shift: one couldn't be so concerned and still teach. Furthermore, the interviews, questionnaires, college supervisor ratings, and supervising teacher ratings supported this shift by emphasizing concern over discipline and class management. In those instruments, the trainees showed concern over discipline and class management, and the supervisors and teachers showed concern over the trainees' inadequacy in these two areas. Especially in the south center project, the trainees came to accept the fact (most unfortunately, perhaps) that they would have to become "less-feeling" to be effective.

While one of the college supervisors found some of the trainees to be unenthusiastic as teacher trainees, the trainees accused the instructors and directors of the EPDA project of not providing enthusiasm and inspiration. The trainees felt that those involved in the training of the teacher should serve as models for their development, and in this regard they found them deficient.

There was dissatisfaction expressed over the internship and the supervising teacher. However, this trainee dissatisfaction was basically attributed to the lack of communication between the EPDA administration, local school administrator, and the supervising teacher. The supervising teacher, in fact, lacked any knowledge of the project and did not know what to expect from the trainee or what, in turn, was expected

of her. Nonetheless, the supervising teacher was considered by the trainees to be the strongest link between them and the educational objectives.

There were complaints in regard to placement as the trainees became anxious over their externship site: they disliked not knowing where and what grade level they would teach. One administrator in the project felt that some agreement should have been reached beforehand with the local districts in the hiring and placement of the trainees. This practice was followed in the Chicago EPDA teacher training program, and the administrator felt that this lack of commitment on hiring and placement was a major weakness in the county project (although the EPDA project director felt this commitment would be impossible to obtain at the county level).

The trainees were generally pleased with the project as evidenced by the fact that few left during the one-year training period. One of those separated from the project had only positive comments to offer.

Superintendents of the north and south centers were quite satisfied with the quality of the trainees. They also expressed gratitude over having had the opportunity to participate in teacher training and to get their own staff involved in such training. However, the superintendents did not select the trainees, nor did they offer employment to all of them. Consequently, one wonders if greater commitment to trainee placement would not have been possible had the superintendents been more involved in this selection.

Liberal arts graduates were selected for the teacher training project. Theoretically, these individuals would bring to the educational scene new insights and

freedom from biases that creep in with a traditional teacher preparation. However, strong biases did exist; the trainees questioned the value of education courses, the value of testing, and the value of evaluation. Still this questioning attitude was perhaps a strong point in their favor. These trainees were emotionally involved with the school before they entered the project, and this involvement caused them to raise important questions about the educational environment in which they found themselves.

The selection of trainees with liberal arts backgrounds and with no exposure to teaching was the original intent of the project. However, some trainees did enter the project with a background of substitute teaching or teacher aide work.

There is some doubt as to the trainees' preparation and competence in evaluating student progress and their own progress, two objectives of the project. Some of the instruments indicated that the trainee would use intuition rather than the ordinary evaluation tools available to evaluate progress.

The planning stage of the project was not adequate. Trainees frequently were dissatisfied with unanswered questions or the length of time it took to get answers to questions. Guidelines were not available to the staff or trainees. However, the pressure to get the project underway prohibited this planning or initial involvement.

In summary, the Cook County EPDA Teacher Training Project did succeed in selecting and training the right kind of people for the classroom. While courses, course content, planning, and integration need to be improved, the project should serve as an adequate model for teacher preparation at the local level.

Copies of the full report of the Teacher Training Project are available upon request from the office of the Superintendent, Educational Service Region, Cook County, Chicago Civic Center, Room 407, Clark and Washington Streets, Chicago, Illinois 60602.

## ALL NIGHT BOARD MEETINGS ARE PASSE' (How One School District Licked This Problem)

ROBERT J. SUMMERFIELD, *Principal*  
Hanover Highlands Elementary School, Hanover Park  
and

WAYNE E. SCHAIBLE, *Superintendent*, Schaumburg School District 54  
Hoffman Estates, Roselle

In the 1950's urbanization and an unbelievable population explosion hit peaceful, conservative Schaumburg Township about 40 miles west of Chicago. From one tiny white school house with approximately 75 pupils, Schaumburg Township School District #54 has now become the largest elementary school district in the State of Illinois. It has reached a complement of 12 elementary schools (with 3 more on the drawing board), 3 junior high schools, a student body of 12,000, and over 400 teachers. Needless to say the growing pains have been varied and the mushroom cloud is neither dissipating nor stabilizing.

### *Big Business Brings Big Problems*

Transportation problems, construction demands, double-shifting from time to time, the acquisition of highly qualified teachers and supporting professionals to ensure high-quality education for that many children, not to mention custodial personnel in numbers sufficient to insure proper maintenance of a phenomenal building complex, should have added up to an educational migraine for the Superintendent and his Board of Education. For some years, it was always nip and tuck in the month of August. Numerous teaching positions still had not been filled and maintenance personnel were equally hesitant to work way out in Schaumburg. Housing costs were high and apartments for young single teachers were not available. Salaries had

to remain consistent with the bonding power, which usually was not equal to the tremendous payroll demands of such a large institution. At the present time, District 54 employs a Superintendent, an Assistant Superintendent, an Administrative Assistant, a Business Manager, a Curriculum Development Coordinator, both an Art Director and a Music Director, a Reading Consultant and a Mathematics Consultant, over 400 teachers, 16 Principals and a very impressive array of Special Education Personnel under the direction of Mrs. Mildred McClure, a former principal in this district. Any way you cut it, that's big business. Needless to say, its successful growth and continuance presuppose an innovative, imaginative and pretty sophisticated Board of Education and administrative staff. Such a large corporation cannot be administrated by an inept, untutored Board of Education. The scope and variety of educative, financial, and building problems involved nowadays leave no room for inefficient procedures that dissipate the energies of board members and their paid administrators at semi-monthly meetings, on trivia, usually precipitated by a poor public relations program.

### *A Sophisticated Board of Education is Mandatory*

The elective Board of Education has been a conversational football from its inception many years ago. It is alter-

nately comprised of farmers, lawyers, housewives, merchants, podiatrists, educators and construction workers, to mention only a few. More often than not, the formal or informal training of the individuals involved has given them but a few of the skills necessary for the efficient operation of the largest business in the area it encompasses, or for furthering the educational opportunities of the children in their charge. This has resulted all too often in pitifully short-sighted building and curricular programs that have shortchanged thousands of America's breadwinners to an extent unmeasurable by even our most contemporary evaluation instruments.

Though this waste of human resources still continues in many sections of the country, great strides in the opposite direction are occurring even more frequently in school districts throughout the nation. Edification and amelioration of the curriculum, the physical plant and the supporting staffs of both must be initiated by a dynamic superintendent. The degree of his success and the time required to achieve it will rest, however, with the competence and empathy of his Board of Education.

*Time* is the real enemy of both the Superintendent and the Board of Education. Efficiency is imperative and it can be achieved only through an intimate knowledge of the policies and procedures of the State and County Boards of Education and the Superintendents of Instruction, combined with a veritable genius for organization and for delegation of authority. Excellent cooperation must be maintained between the District Board of Education and the innumerable Village Organizations within the borders of the township. Planning for future expansion requires vast knowledge of countless areas affecting school growth and bonding power.

Trends in other school districts near-by and afar must be continuously evalu-

ated. School facilities and personnel must be utilized to the fullest for meeting educational and cultural demands of the parent groups. A constant flow of information to the public on all phases of growth and development in the School District must be assured in terms understandable and acceptable to them. This requires very close relationships and unqualified candor with the personnel of newspapers and of all other communications media.

Superintendent Wayne E. Schaible, who came up through the ranks in District #54, and who remains according to his extensive supporting administrative staff, a true elementary principal at heart, is an educational visionary with a practical dream. With the luck of the Irish, he has enjoyed from the outset the sine qua non of successful education programs, a professional, dedicated Board of Education, who bring to their Herculean task not only a broad, often intimate, knowledge of educational needs in their district and across the country. But more important, there exists an uncompromising commitment to support in the face of strenuous opposition, any reasonable measure proposed by their Superintendent designed to ensure for their children, as well as for those who will follow, an educational program sufficient in depth and scope to meet the demands of the astro-society in which those children must function successfully.

#### *Efficiency and Public Relations are Musts*

Certain board members in District #54 have served more than one term, thus lending continuity to progressive programs and procedures. At some time or other, all have felt, in public, the humiliating sting of vituperative invective from parents who knew so little about complex, interrelated problems — school finance and population growth, double-shifting, relocatable classrooms,

lunch programs, and bussing. Board members became fair game for every complainant. Critics usually left the board meeting sufficiently informed to become constructive propagandists, but the cloud of distrust they had etched on the horizon of public relations could not be counteracted rapidly enough to prevent frustration at referendum time. Not only were Board of Education meetings enervating the Board members, as well as the administrative staff in attendance at meetings (that frequently lasted till the wee hours of the morning), but trivia inevitably consumed as much time as major policy considerations. Crises arising overnight in a large school system make such waste prohibitive. Some drastic procedural innovations had to be initiated to establish and maintain public confidence while assuring optimum efficiency for unsalaried, part-time elective administrators who must ultimately give direction to education in turmoil and prudently allocate millions of dollars in public funds.

*The Committee Approach is the Only Practical Approach*

M. Edward Bedard, President of the Board of Education, shared in common with Superintendent Wayne Schaible, a long-held conviction that the multi-committee approach to research and discussion of all matters pertaining to the school system prior to board of education meetings, with each board member serving as chairman of one or more committees, would open up vistas of communication and optimum efficiency heretofore impossible because of time limitations. The remaining board members saw the validity of this proposal and the following committees were activated: *Community Relations Study Group, Educational Committee, Governmental Relations Committee, Building and Sites Committee, Policy Committee, Administrative and Business Committee, Finance*

*Committee.*

*Community Relations Study Group*

The Community Relations Study Group was established as a tentative committee to analyze the overwhelming problems of communicating with all segments of the many communities which comprised the school district. Since the district consisted of Schaumburg, Hoffman Estates, Weathersfield, a section of Rolling Meadows, and a large area in Hanover Park, it was not going to be easy, but certainly the Board of Education, through the Superintendent, must find ways of transmitting speedily and satisfactorily information regarding the Board's policies, programs, and practices.

Mrs. Eleanor Thorsen, a long-time board member in district 54 and a teacher of some repute in a neighboring district, voluntarily assumed the chairmanship of the study group since she had an academic and experiential background in journalism. She requested the advisory services of one elementary principal, who had spent eleven years in the educational advertising and promotion field, and the supportive opinions of an officer in the Classroom Teachers' Association. Key personnel from all major community organizations were added to form a representative investigative committee charged with responsibility for recommending to the Board of Education "how communications could be improved; how greater community involvement in educational matters could be achieved; and, how to evolve from the community a greater sense of pride in their school district, as well as a greater confidence in their administration and the board of education." A general audience was welcomed at all meetings of the study group. Newspapers, FTA Newsletters, and other "in every home" type communications media heralded the exact time, place and purpose of each meeting. Ultimate committee recom-

mendations to the Board were:

- a) To publish a *board-o-gram* after each board of education meeting, recapping the main business transacted and send it into each home as early as possible;
- b) To form a *speakers' bureau* that would make readily available to community organizations the services of all subject area consultants, principal curricular area directors, the program development coordinator, all administrators and all board of education members, to interpret the changing educational program as well as the many complex problems of building and finance facing the Board and its administrators;
- c) To use the Study Group as a screening committee for Board of Education candidates; and,
- d) To deactivate the Study Group, reactivating it only as it is needed for specific assignments.

#### PERMANENT STANDING COMMITTEES

##### *Educational Committee*

Chaired by Board member, Gordon Thoren, the Educational Committee reviews all facets of District 54's educational programs, evaluates the effectiveness of the contemporary programs, makes recommendations to the Board and the Superintendent for changes and innovations, as well as for new, badly-needed programs, and establishes priorities for the educational system in the district.

##### *Building and Sites Committee*

Mrs. Bonnie Hannon, Board Member and long-time interested parent in District 54, pilots the committee that reviews existing building sites, pupil enrollment projections, new plans for

buildings, plans for upgrading existing buildings, problems of maintenance and modifications of present buildings, and the general problems concerned with the operation of the school district's physical plant.

As a logical *per se* quitur, the Building and Sites Committee then recommends to the Board and Superintendent, programs, personnel, and procedures imperative to the improvement of the existing plant facilities and their operation. It further recommends sites for new schools, while working with the architect and the administrative staff on designs for new buildings and additions to existing buildings.

##### *Governmental Relations*

Mr. Edward Bedard, President of the Board of Education, gives direction to the governmental committee, the sole purpose of which is to facilitate better relations within our school district, as well as with Schaumburg township, Cook County and the State governments, as they affect our school district.

##### *Policy Committee*

Leadership of the Policy Committee rests with Mr. Elmer Linden, a board member whose long tenure has rendered him well suited to the task of conducting on a continuous basis, a thorough review of all existing Board of Education policies, suggesting changes in existing policy, and proposing new policies as the needs and requirements of the school district change.

##### *Administrative and Business Committee*

Board Member, Mrs. Betty Landon, leads the Administrative Business Committee which works closely with the school administration to bring about greater understanding of the actual administrative functions of the district. Superintendent Wayne Schaible serves as a permanent advisory member of this

committee together with the district's Director of Business Services. In-depth studies are made into the administrative and business structures, leading to proposals to the general board for changes that will improve effectiveness, economy, and overall operations in both areas.

#### *Finance Committee*

Mr. Elmer Linden serves as chairman of this committee, which studies all financial proposals, works on budget preparation, and reflects on the financial emphasis of the general board and the findings of its work in each of the areas connected with school finance. The magnitude of the committee's operations has dictated the need for including in its membership the chairmen from five other board committees. Considering that the construction of the three elementary schools that are now on the drawing boards and have already been approved by the state building commission will involve the spending of over a million and a half dollars, it is not hard to see that the problems of the finance committee are manifold and extremely time-consuming.

#### *A Favorable Result from Group Action*

Probably the greatest reason for the success of the committee approach and the Board of Education procedures is the fact that the meeting dates of all committees are well publicized and interested members of all communities of the school district are welcome to attend them. Parents and officers in the community organizations form the hard core voting membership of the Community Relations Study Group. In addition, parents and any interested party are welcome to attend the committee meetings. Because of the more select nature of the other committees, the general public as a rule is not selected for membership of them. However, village officers and

members of the various village organizations, as their backgrounds make them particularly suited to the work of the committee, are requested to serve on them. The press gives excellent first-hand coverage to all discussions and committee recommendations.

At general board meetings committee recommendations are considered and acted upon openly, but since one or more board members and/or the Superintendent (or another of his administrative staff) have been directly involved in the research that led to the recommendations, rarely is there any need for lengthy argumentation before an affirmative or negative vote is arrived at. In this way the public, too, through attendance at the committee meetings or at the Board of Education meetings are able to express opinions and offer constructive suggestions on issues vitally concerning them and their children. Gone forever, it is believed, is the former wasteful, harmful bickering that stemmed from lack of information on the part of the public. The president of the Board of Education has been able to decree a new policy by which board meetings do not run past midnight, since any business not properly handled by then is held over until the next board meeting.

#### *District 54's Most Important Lesson*

Increased efficiency alone, resulting from the board committee approach, justifies its introduction and continuance but an even more coveted by-product deserves special consideration — *public relations*. In an era when taxes are devouring incomes, the school constituency will no longer graciously submit to further monetary demands without enjoying a recognized partnership in the enterprise they are supporting. Conversely, with some exceptions, of course, proper utilization of the educative process for parents, through consistent widespread, intelligent use of the multiple communi-

cations media available to administrative personnel, will lift forever the veil of suspicion, fear and resentment and parents will dig very deeply into their wallets' recesses to provide quality education for their children. In 1968, five issues were at stake in District 54, but they passed with an overwhelming margin of confessed confidence in the board of education, the administration and the teacher personnel. A year later a much-

needed rent-levy referendum produced similar results. Better public relations is a momentary consideration throughout District 54. An informed parent group becomes a sophisticated electorate. Sophisticated electorates assure boards of education characterized by progressive attitudes, policies and procedures. That guarantees quality education for our Space age progeny.



## A SIGNIFICANT SCHOOL FOR THE 70's THE PUBLIC UNIVERSITY LABORATORY SCHOOL

JOHN DAL SANTO, *Associate Professor and Associate Director*  
Northern Illinois University Laboratory School, DeKalb

The history of the laboratory school dates back to the early nineteenth century. The schools served as a convenient resource for the "normal school" and/or "teachers college" by providing the environment necessary for the preparation and training of classroom teachers. This image of the laboratory school established over some 80 years ago has remained. The "normal schools" and "teacher's colleges" have practically vanished from our educational scene and multipurpose universities now train teachers. The state institutions of higher education have grown from universities, primarily concerned with preparing teachers, to large universities with interests in other academic areas (e.g., liberal arts and science, the fine arts and business at both undergraduate and graduate levels).

A current educational trend is to "phase out" the laboratory school in Illinois and throughout the United States. The opponents of the laboratory school have given numerous reasons why the laboratory or campus schools are not places an individual will visit to observe distinctive new kinds of educational programs. Some of the most frequently mentioned reasons for "phasing out" the laboratory schools are: (1) the laboratory school is too expensive; (2) the educational situation is unrealistic; (3) the laboratory school has failed to adapt to our changing societal needs; (4) teacher preparation experiences may best be carried out in public schools; and, (5) the research and experimentation carried on is a replication of established programs currently in operation in other schools. The list goes on and on, the opponents

are well prepared. I could go on with more remarks made by opponents of the laboratory schools, but I hope I've made my point. As a former public school teacher and administrator, it seems to me that the reasons stated above for "phasing out" the laboratory schools are analogous to the reasons our social and educational critics are condemning programs currently going on in our American public educational system. Yet no one with educational expertise advocates "phasing out" our system of public education entirely. It is my personal contention that the failure of the laboratory school to adapt to current educational trends was due to the lack of administrative leadership and insight regarding the effect Sputnik I was to have upon our total educational system. While many of the state universities were experiencing radical organizational growth and role changes, the step child — in this case — the laboratory school was totally ignored. This, I believe, was unfortunate. The decade from 1960-1970 has been identified as the period for criticism not only of the laboratory school specifically, but of American public education generally. For example, the findings of the two following studies have emphasized the need for the present laboratory school administrators to redefine the role and purpose of their school as it relates to their total university's academic plan.

1. An acceptable, fair, reasonable, and constructive criticism of the Campus Schools' role in education was made by the findings of The Committee on Innovations for the Governor's Task Force on Education. The chairman of this com-

mittee was Dr. Eric H. Johnson, Vice-President, Illinois State University, Normal, Illinois. The study had this to say about the Campus School:

"Some of these schools are 'practice schools' for prospective teachers. Others are research and experimental centers. The role of the campus school is one of the least well-defined parts of the entire innovative process. It is possible that a sharper definition of the proper role of this institution may in itself be innovative and provide for maximum use of the important, but restricted, contribution it is capable of making to the state's educational system.

It must first be recognized that campus schools, whether they are operated by public or private universities, must all be classified as 'private institutions' as compared with the common schools of the state.

Campus schools share a basic responsibility with the schools everywhere in that they are obligated to provide the best possible education for the students who are enrolled. Beyond this, most persons claim that the primary purpose of these institutions is to serve an experimental and research function rather than to serve as demonstration schools for practice teaching. This primary function provides an opportunity for prospective teachers and research workers to obtain training in methods of observation and research.

Colleges, universities, and other institutions are conducting more and more research in the public schools. Much of the original purpose of the campus school is being achieved through research and experimental activities in the public schools. Hence, the campus school must redefine its purpose in terms of what it can do best in its particular setting.<sup>1</sup>

2. Dr. Henry M. Brichell's statements regarding the ineffectiveness of the laboratory school in his report *Organizing*

*New York State for Educational Change* were based upon vicarious experiences. He and his consultants spent little or no time visiting laboratory schools. The Brichell report was appraised in the June, 1963, issue of the *Review of Educational Research*, Chapter VIII, "Curriculum Development: Dynamics of Change." The *Review* indicated first, that the example of experimentation was concerned almost exclusively with the administrative and mechanical aspects of organization rather than with the corollary matters of curriculum change and teaching improvement. Secondly, the survey does not exhibit any clear conceptual framework to provide the necessary guidelines for assessing the quality of observed changes. Thirdly, a great void exists between the available data and the conclusions reported. The reader is required to accept Brichell's conclusions almost on faith, and he (Brichell) is guilty of gross oversimplification.

There is truth in Brichell's statement, however, that the role and expectations of the laboratory school are vague, ambiguous, and conflicting. The need for defining the role and purpose of the laboratory school in my opinion is paramount.

I concur with Brichell that this is what the laboratory school should not do: (1) design new instructional approaches individually and/or in isolation; (2) demonstrate new methods and techniques to improve public schools; (3) show preservice teachers the best ways to teach; (4) provide preferential education treatment for faculty and selected children; and, (5) specifically, the laboratory school's role is not that of being a demonstration center.

Brichell, has stated in his report that the role of the laboratory school must be redefined. Few laboratory schools up to the present time have attempted to do this. The Administration of University Laboratory School at Northern Illinois University is attempting, with the

<sup>1</sup> Education For The Future of Illinois. The Task Force on Education. State of Illinois. December, 1966. p. 74.

suggestions and recommendations from a long range plan submitted by a committee of staff members, to redefine the role of its laboratory school. The administrators and professional staff are committed to follow through with the organization and administration of a laboratory school which will identify the top priorities necessary for the University's Academic Plans.

The following goals of the laboratory school have been established and were adopted unanimously in September, 1969, as "top priority" after an extensive year of planning by the faculty. The Northern Illinois University Laboratory School is:

1. To serve as a prime facilitator and vehicle for accomplishing research, experimental research, and research related activities in cooperation with university and public school personnel on a local, regional, and national basis.
2. To maintain through cooperation research programs, direct identification with public schools on a local, regional, and national basis.
3. To maintain, through cooperative research efforts, a direct identification with teacher education programs on a local, regional, and national basis.<sup>2</sup>

The organization of the laboratory school should be such that it would be an excellent model for educational change. The laboratory school can become the "hothouse" for developing new educational programs by working with the staffs of public schools and affording the public schools the expertise of the University community to revise, refine, and adopt ideas germinated at the laboratory school level and transplant these programs into the public schools which may serve as demonstration schools or centers. The work done at the University of Illinois

Laboratory School by Dr. Max Beberman with the University of Illinois Committee on School Mathematics (UICSM) is an excellent example. Dr. Beberman<sup>3</sup> and his associates have taken full advantage of the laboratory school resource. The experience of the UICSM and the observation of other groups close to this project suggest the desirability of using a truly experimental school facility for the development of course content and pedagogy before moving programs into less flexible settings of cooperating public schools.

The laboratory school is an environment which can be controlled to determine the feasibility of highly innovative ideas regardless whether or not these ideas involve changes in either organization, technology, or curriculum. This is a controlled environment where the idea could be rigorously evaluated in terms of feasibility. The idea then could be translated to demonstration centers that are working cooperatively with the laboratory school and then there should be forthcoming the actual field testing or field study of the idea in these demonstration schools. The demonstration centers are public schools located just around the corner in a particular part of a city, state, or county. The demonstration centers are the sources from where I would like to see disseminated the proven educational innovations, not the laboratory schools.

It is my firm belief that the laboratory school should research and experiment aggressively; it has the expertise and the university environment necessary to do the required job. The refinement of any experiment could be carried out in concert with public schools and the financial and moral support should emanate from State Departments of Education. This has not been done very effectively anywhere, heretofore; and it's a very fertile area which needs to be cultivated by edu-

<sup>2</sup> A proposal submitted to the Vice-President and Provost at Northern Illinois University by Dr. George A. Gogo, Director University Laboratory School, Northern Illinois University, DeKalb, Illinois. Nov. 10, 1969.

<sup>3</sup> University High School—Its Nature and Functions, Report to the Board of Higher Education, October 1, 1968. p. 59. [pp. 59].

cators with insight, courage and empathy.

It is not necessary for the laboratory school to influence the public schools. However, I believe, it should be one of the top priorities of the laboratory school to make every effort to work much closer with the public schools in providing them with the services and the expertise by which the tried and proven educational programs may be implemented in the schools. The resources in the laboratory school are legion, but they must be tapped and utilized in order to be efficient and effective. If the laboratory school in America cannot reform to meet these challenges, it is my belief that they should be eliminated.

William Van Till has made a very noteworthy comment:

"I know of no scholarly study of the termination of laboratory schools by some colleges and universities in America. But I venture as a hypothesis that when such studies of termination—

the correct diplomatic expression used is "phasing out" — are made, a rising new type of professor and administrator in teacher education will prove to have been one of the most effective natural enemies of the laboratory school. Caesar, you will recall, was put to death by his colleagues, who included the noble Brutus."<sup>1</sup>

It may be difficult for many laboratory schools to determine how much is involved in changing their current role, however, I do not believe it is impossible to retool the laboratory school in order to meet its new objectives in our changing educational milieu. To this end all of us associated with Laboratory schools should be committed; only time and a deep commitment to planned educational change will determine our success.

<sup>1</sup> The Laboratory School: Its Rise and Fall? Van Till, Wm. Cofiman, Distinguished Professor in Education. Indiana State University 1969. pp.16.

# Announcements

## IASL SETS CONFERENCE DATES

The Illinois Association of School Librarians will hold its Spring Conference on April 1, 2, and 3 at the Pick Congress Hotel in Chicago.

The Theme of the conference will be "Reading - Viewing - Listening - Whose

Responsibility?"

Further information may be obtained from Mrs. Thelma Kohlberg, Librarian, Fenger High School, 11220 South Wallace St., Chicago, Illinois 60628.

## ILLINOIS OPTOMETRIC ASSOCIATION TO CONDUCT FORUM

A forum on vision, reading, and learning for Northwest Illinois and East Central Iowa, sponsored by the Illinois Optometric Association, will be held on Sunday, February 28, 1971, at Westerlin Hall of Augustana College, Rock Island, Illinois.

Of special interest to education will be Dr. Robert H. Steinkellner, Professor

of Reading, Illinois State University, whose topic will be "Reading in Realistic Perspective."

A program listing other prominent participants may be obtained by writing to: Dr. Arthur J. Rubin, Chairman, Forum Committee, 910 Fifteenth Avenue, East Moline, Illinois 61244,



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